PROCEEDINGS OF THE SEMINAR ON SOCIAL ADMINISTRATION IN DEVELOPING COUNTRIES

MARCH 16—21, 1964

ORGANISED BY
INDIA INTERNATIONAL CENTRE
IN COLLABORATION WITH
INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
AND
ASSOCIATION OF SCHOOLS OF SOCIAL WORK
IN INDIA

PRICE Rs. 2/-

© INDIA INTERNATIONAL CENTRE NEW DELHI

PUBLISHED BY
INDIA INTERNATIONAL CENTRE
40, LODI ESTATE, NEW DELHI

DESIGNED AND PRODUCED BY
ASSOCIATED ARTISTS NEW DELHI

PRINTED AT RAKESH PRESS, DELHI

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FOREWORD

On behalf of the India International Centre, I have great pleasure in presenting to the wider public the full report of the Seminar on 'Social Administration in Developing Countries', held at the Centre during March 16-21 1964.

This Seminar has been a cooperative endeavour of the India International Centre, the Indian Institute of Public Administration and the Association of Sehools of Social Work in India. The common concern for building up in developing countries a welfare-oriented administrative apparatus in order to bring about the social change that is the concomitant of development was evident in the active participation in the Seminar by social planners, administrators, social scientists, economists and voluntary social workers from India and abroad.

About 150 delegates including 15 experts from abroad took part in the deliberations. The U.N. and its specialised agencies extended their cooperation by sending representatives. The Ministries or Agencies of the Union Government and State Governments also whole-heartedly cooperated by deputing senior officers to attend the Seminar. Thus it was possible to bring together under non-governmental auspices a wide range of official and non-official knowledge and experience which enriched the discussions in the Seminar and helped in formulating realistic and practical suggestions.

So far as the Asian countries were concerned, although representatives of Afghanistan, Ceylon, Indonesia, India and Thailand only could participate, fortunately among the Indian participants there were many who had first hand knowledge of the Asian region as a whole.

I would particularly invite the attention of readers to the text of the clear sighted and illuminating inaugural address delivered by the Hon'ble Mr. P.B. Gajendragadkar, Chief Justice of India. His address set the key-note of the Seminar. The thought-provoking address given by Shri Asoka Mehta, Deputy Chairman of the Planning Commission has also been reproduced in full in this report. The credit for preparing the consolidated draft report of the Seminar in an unbelievably short time goes to Professor P.S.N. Prasad, Director, Asian Institute of Economic Development and Planning, Bangkok, who was Chairman of the Drafting Committee. The Seminar Chairman, Professor V.K.R.V. Rao and the Seminar Director Dr. (Smt.) Durgabai Deshmukh gave a significant lead and guidance to the Seminar in making the recommendations sound in theory as well as practical and realistic.

I earnestly hope that the findings of the Seminar will prove useful to those concerned in the developing countries of Asia and other parts of the world.

The Seminar working papers and other documents including texts of inaugural and other addresses are published along with the individual group reports and Seminar report for wider discussion and application.

New Delhi
2.4.1964

C.D. Deshmukh

INTRODUCTION

DURGABAI DESHMUKH
Seminar Director

The Seminar on "Social Administration in Developing Countries" was organised by the India International Centre in cooperation with the Indian Institute of Public Administration and the Association of Schools of Social Work in India, from the 16th to the 21st March, 1964 at the India International Centre. The Centre took the initiative in this, in keeping with its objectives and the interest it has in the economic and social development in the newly independent countries of South East Asia Region.

The Hon'ble Mr. P.B. Gajendragadkar, Chief Justice of India inaugurated the Semtnar at 5.30 p.m. on the 16th. Sri Asoka Mehta, Dy. Chairman, Planning Commission addressed the participants at a plenary session on the 19th.

Participating Countries and Experts :

Invitations were extended to the countries in the South Asia region and delegates from Afghanistan, Ceylon, India, Indonesia and Thailand participated in the Seminar.

Among the experts from abroad who guided the deliberations of the Seminar were :

Mr. Brian and Mrs. Barbara Rodgers of the Manchester University, Prof. Lady Williams of the University of London, Mr. W.H. Chinn, Social Development Adviser, Department of Technical Co-operation, U.K,, Dr. Bertram Collins of the University of West Indies, Prof. P.S. Narayana Prasad, Director, Asian Institute of Economic Development and Planning, Bangkok, Mr. S.T. Divers, U.N. Regional Consultant on Public Administration, ECAFE, Mrs. Suparb Vissesurakaran, Professor of Social Administration, Thammasat University, Bangkok, Mr. A.A. de S. Rupasinghe, Asst. Director, Social Services, Colombo. Mr. Mohd. Nabi Salhi and Mr. Abdul Wali Sherzoy of Kabul University and Mrs.A. Tsmartono and Mrs. H.S. Sutarman of the Ministry of Social Affairs, Indonesia.

Specialised agencies of the U.N. like the UNESCO, ILO, UNTAB, FAO, WHO also sent their repreesntatives.

Representatives of the Rockefeller Foundation, the Asia Foundation, and United States Educational Foundation in India too attended the Seminar.

Over a hundred delegates from among the administrators, planners, social scientists, social workers, from all over India, with a varied background and experience participated in the deliberations. They included representatives of Union Welfare Ministries of Education, Health, Home, Labour and Community Development, Planning Commission, Employees State Insurance Corporation, Central Social Welfare Board, and the National Academy of Administration. The State Governments were also represented by either their Ministers of Social Welfare or Welfare Directors.

The interest of the State Governments was further reflected in the notes they contributed on the administrative position in relation to social development in their States.

The theme of the Seminar is of special significance at present, when imbalances between economic and social development have been noticed and efforts are being made to administer the necessary correctives. One area in which a good deal of work has to be done in this behalf is that of administration, both in Government departments and voluntary organisations.

The participants stressed the importance of this Seminar as a significant event in keeping with the current international trends.

In the General Assembly Resolution of the United Nations, of December, 1961, on Development Decade. national and international institutions, public and private—have been requested to work for the achievement of the objectives of the Decade. One of the objectives is "intensification of action in the fields of economic and social development", particularly with reference to economically less developed countries. International organisations and national organisations are busy taking necessary steps to achieve these objectives. The "Institute for Educational Planning and Administration" in Paris, "The Research Institute for Social Development" in Geneva and the Asian Institute of Economic Development and Planning in Bangkok will be making their contribution by intensifying efforts in research and training activities and will be trying to find out solutions to the difficulties experienced in devclopmental planning and execution of developmental programmes. To harness this international awareness for meeting the regional and the national needs, corresponding action is essential. The present seminar has paved the way towards providing the needed regional and national counterpart for understanding, assimilating and projecting this knowledge. This was evident in the announcement by the India International Centre on the eve of the Seminar of their dccision to set up a council for Social Development.

The Four Aspects

The Seminar divided itself into four groups to discuss the following :

Group I—Relative Roles of State and Voluntary agencies in the organisation of social services.

Dr. J.F. Bulsara, former U.N. Adviser on Social Affairs in South East Asia, chaired this group.

Group II—The Pattern of Social/Welfare Administration at the national, provincial and local levels.

Mr. S.T. Divers, U.N. Regional Consultant on Public Administration, ECAFE, Bangkok; chaired this group.

Gronp III—Status of Social Administration in relation to Public Administration.

Dr. J.N. Khosla, Director, Indian Institute of Public Administration was the Chairman of this Group.

Group IV—International Cooperation in the development of social/welfare administration.

Mr. W.H. Chinn, Social Development Adviser, Department of Technical Co-operation, U.K. chaired this Group.

The Seminar held three Plenary Sessions, one on the 17th, second on the 19th and the final one on the 21st after-noon. While the 1st and the last were chaired by the Seminar Chairman Prof. V.K.R.V. Rao, the second was chaired by the Seminar Co-Chairman, Dr. Bertram Collins of West Indies.

The main issues for discussion in the groups were sorted out in the first Plenary Session. To facilitate meaningful discussion a statement of main issues arising from the contributed papers were also circulated among the participants. The Groups held 5 sessions each to discuss the issues so sorted out and the group reports were adopted at the 5th session held on the 20th.

The consolidated report of the Seminar was drafted on the 20th night and 21st forenoon by a Drafting Committee headed by Prof. P.S.N. Prasad. The final plenary session held on the 21st afternoon under the presidency of Prof. V.K.R.V. Rao, adopted this report with some modifications.

The working papers and other documents that were circulated for discussion at the Seminar have been reproduced in this report.

Some of the major findings and recommendations of the Seminar may well be mentioned here briefly.

Patterns of social administration in the countries for which information is available has the following common characteristics :

(*a*) No provision exists at any level for established procedure for taking an unified view of the entire range of social services with due regard to other objectives of national development policy ;

(*b*) Education and Health are always established social services and have

separate Ministries to administer them, other social services and social welfare services are usually spread over various Ministries/-Departments and the groupings differ from country to country. Social Welfare Services depend considerably on general administrators for the implementation of programmes ;

(*c*) Machinery for implementing social services and especially social welfare services and as also evaluation is inadequate ;

(*d*) Demarcation of responsibilities at national, State and local levels and the extent of decentralisation of administration are uneven both as between countries and within the same country.

Some of these problems and difficulties are due to :

(*a*) The lack of a clear social policy and the gaps in legislation and programmes ;

(*b*) The dispersal of services and the inadequate means for cooperation and coordination ; and

(*c*) The hierarchical organisations and bureaucratic procedures in the traditional systems of administration.

The need, therefore, exists, first for the enunciation of a clear policy on social administration, and second, coordination of all efforts of the State and the voluntary agencies as well as assistance from the International Agencies so as to make optimum use of available resources in manpower and finance in achieving the objectives of such a social policy. A national policy for social development and planning should be formulated jointly by the Federal, State and Local Governments together with voluntary organisations. *A comprehensive statement of policy for all sectors of social services, i.e. health, education, housing, community development, labour welfare, social security, etc. should be promulgated as part of national development plans irrespective of any general authoritative statements which might appear elsewhere, as for example in the constitution.* Steps should be taken from plan to plan to ensure that consideration is given to expression of needs by each of these groups and in respect of each of these programmes.

Considering the importance of a well-defined policy for social development and administration, suggestions have been made that this subject should be handled by a separate Ministry in each Government and that it should be coordinated by a Committee of the cabinet involving the Ministries that have a role in the formulation and execution of such a policy.

Further, the Seminar as a whole felt that a separate wing of the national planning organisation should be set up, to deal with all sectors of social planning which will invite the cooperation of voluntary organisations and international agencies.

Considering the respective roles of State and voluntary agencies the Seminar held the view that the agencies of the State and the voluntary organisations, no less than the agencies of the State, ought to participate in policy-making and these should therefore share as partners the responsibilities at the level of implementation. For this, it would be necessary to indicate the type of services that fall within the competence of non-Governmental agencies. The Seminar has made certain suggestions in this respect (Paras 14 & 15 of Seminar Report).

There is need to provide orientation for all voluntary workers either at the field, management or policy-making level. Short-term orientation of voluntary workers, board or committee members and like personnel as well as in-service training may be done by larger organised voluntary agencies with the assistance of the schools of social work according to the varying requirements of the agencies concerned. It is necessary to orient the attitudes of the policy makers, planners and top administrators and members of local bodies as also political workers towards understanding the significance of social services, not merely as hand-maids of economic development, but as valuable in themselves—for building up human resources and, for bringing about social change.

The training needs of social workers associated with voluntary agencies do not at present get the attention they deserve, as usually only governmental personnel are selected for scholarships. The U.N. Regional Training Institutions and other such institutes are usually cofined to government sponsored trainees. They should include the voluntary social workers also who should be enabled financially to join the courses offered in these institutions.

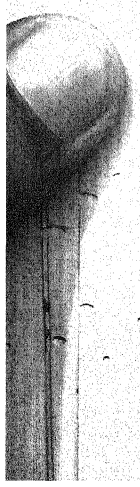
The Seminar has recommended that in each country in the region there should be a coordinating body for the collection and dissemination of information on aid programmes. Such a body would associate the bonafide voluntary organisations with governmental processes for requesting aid in the social field. This could be achieved through a Council of Social Services on which Government is represented.

It is my hope that the National Governments and the international agencies will consider these recommendations for implementation.

The following pages contain a full report of the Seminar.

INAUGURAL SESSION

MARCH 16, 1964



ADDRESS OF WELCOME

C.D. DESHMUKH

Mr. Chief Justice, Chairman of the Seminar, Distinguished Guests and Participants,

It is my pleasant duty to open the proceedings, and I do so by extending a very hearty welcome indeed to all of you who have come here in such cheering response to our invitation. One of the principal aims and objects of the India International Centre, which is one of the sponsors of the Seminar, the co-sponsors being the Indian Institute of Public Administration and the Association of Schools of Social work, is to promote understanding and amity between the different communities of the world by undertaking or promoting the study of the past and present cultures, by disseminating or exchanging knowledge thereof, and by providing such other facilities as would lead to their universal appreciation; and then again to undertake, organise, and facilitate study courses, conferences, seminars, lectures and research in matters relating to different cultural patterns of the world, and it is on these two provisions that the programmes of the Centre have been based.

And in working out our programmes, we have received very valuable support and encouragement from international bodies like the UNESCO, important internal national bodies like the Planning Commission, and since nearly all the universities of India are the foundation members of the Centre, from the Universities and their academic personnel. And it is as a part of the development of the programme of the Centre that we are holding this seminar. The detailed steps by which we came to this decision will be set out in the report of the Director which will follow these few opening remarks.

I shall not now detain you, except again to thank you all for responding o our invitation.

SEMINAR DIRECTOR'S REPORT

DURGABAI DESHMUKH

Mr. Chairman, Distinguished Participants, Ladies and Gentlemen,

It is my pleasant duty as the Director of the Seminar to present this report to you. At the outset let me join the President of the India International Centre in welcoming all of you to this seminar. I am aware that the invitees, especially those from abroad, have had to overcome many difficulties in coming here to participate in the seminar. I am most grateful for the generous way in which you responded to our invitation. I take the willing and generous response of the participants and the sponsoring organisations as an indication of the vital interest taken in the subject of the seminar. I would like to add that this seminar is not just another item on the agenda of the India International Centre. It represents a link in the chain of development, the longer end of which, let us hope, is still ahead of us.

As the President of the Centre has already told you, promotion of understanding and amity among different communities of the world is one of the major objectives of the Centre. It is but natural that the Centre should be sensitive and responsive to the international trends in the cultural and social fields. It is alive to the urge for development that is now surging through the emerging nations. It noted with great interest the findings of the United Nations surveys of the World Social Situation. It has become increasingly obvious that there is a lag between social change and economic development. It has taken costly experiments and probing discernments to understand that without realising the social potential, the economic gains are apt to prove ephemeral. It has begun to dawn clearly on the world's thinkers that planning was not a mere aggregate of fiscal measures, nor was development a mere economic exercise.

It was nearly a year ago that the India International Centre set up a study group on "Social Services in Developing Countries". This first step of the Centre, though modest in itself, is in keeping with the efforts that have been initiated in other parts of the world. The United Nations started working on a series of country case studies on planning for balanced social and economic development. They have also taken steps to establish at Geneva an institute for research studies in social development with the help of a substantial subvention from the Government of Netherlands. In Paris, the UNESCO Headquarters has supported the establishment of an Institute for Educational

Planners. The Economic Commission for Asia and the Far East convened in Bangkok a conference of experts on social development only last summer. More recently, the Asian Institute of Economic Development at Bangkok has given a conspicuous place to social development in their programme of work. While welcoming these developments, we felt that the work of these international institutions would be far more meaningful if they were fully and properly supported by corresponding studies at the regional and national levels. The Study Group of the Centre was, therefore, a step in that direction.

Last September, the Centre also collaborated with the Planning Commission in organising a seminar on "Social Welfare in a Developing Economy". The Commission had very kindly asked me to be the chairman of the seminar. Insofar as I represent the connecting link between these two seminars, I would like our deliberations this week to carry forward the thinking of the previous seminar. For that reason, copies of the previous seminar's report are being circulated to you. You will find that it was not merely a meeting of social workers stressing the importance of social welfare among themselves, but an inter-disciplinary forum where economists, sociologists and social workers met the planners and administrators for an earnest discussion on the subject. Instead of taking our stand on the time-worn humanitarian plea in support of social welfare, we tried to apply the rigorous and objective tests of cost benefit analysis in order to determine the place of social welfare in a developing economy. It was agreed that economic rationale of social welfare was no less significant than its social justification. It was found that in maximising the contribution of social and welfare services to economic development, the organisational and administrative levers have to be adequately strengthened. That naturally raises the questions of the status and pattern of social administration which require fuller consideration. That explains the genesis of the present seminar. The Study Group of the Centre also reached more or less the same conclusion.

During the course of the deliberations of the Study Group, we came across two major problems. It did not take us long to realise that it was not enough to lament the lack of balance in social and economic development or deplore the lack of integration between the two. It was necessary to devise practical ways and means of striking such a balance. In order to find some common guide-lines for the purpose, the Study Group made a start by compiling case studies on developmental planning in India, Burma and Ceylon. This line of study will have to be pursued further in order to reach valid conclusions. The second important problem that the Study Group came across was the inadequacy of social administration in order to carry forward the development of social services, for which various national plans have made sizeable, if not substantial, provisions in recent years. This seminar is the direct outcome of the second line of study pursued by the Study Group. We thought it would be far more useful to confer together on this problem rather than to make impersonal studies of the subject.

As I had suggested earlier, this seminar signifies only a preliminary landmark in the long-term programme of the Centre. I am glad to inform you

that the India International Centre has decided, only last week, to set up a Council for Social Development. This will not only formalise the status of the Study Group and give it a more stable footing, but it will work in collaboration with the various international bodies I had just mentioned. The Council will indeed be glad to supplement the work of these international bodies with appropriate research studies. There are already indications that some of these international organisations might entrust specific research studies to the Council.

I might also mention here the broad areas of research on which the Council may concentrate in the near future. Deriving from its major objective of social development, the area of social policy naturally suggests itself for immediate study. I need hardly stress before this audience that the image of social policy in most developing countries is at the moment somewhat faint and inarticulate. Our task will be to bring those policies into bold relief and to detect the gaps and inadequacies that may exist. I shall not dilate upon the other areas of study, such as the process of social planning and the interaction of social and economic growth. But I would certainly like to mention the area of social motivation which is of great significance to social administration. Increasingly the success of social administration is going to depend upon the intensity with which they could make social motivation conscious and active. We are hoping that during the course of our discussion in this seminar, we will certainly be able to identify a few more areas which need further research in the context of social development.

In launching on this programme of work for social development, the India International Centre has the benefit of the cooperation of a number of governmental and non-governmental orgnisations which are interested in promoting comprehensive development. Being keenly aware of the importance of an inter-disciplinary effort, the Centre looks forward to a co-operative endeavour along with planners, economists, sociologists, administrators and social workers. Even in organising this seminar, the Centre has sought the cooperation of the Indian Institute of Public Administration and the Association of the Schools of Social Work. The Indian Institute of Public Administration is an autonomous institution which has done valuable pioneering work in strengthening the two-way communication between public and administration. It has a separate department of social administration which is imparting a new orientation to officers under training. They have also begun putting out useful literature on social administration. The Association of Schools of Social Work is a national organisation for promoting social work education on a sounder footing. The majority of the post-graduate schools of social work in India are already members of the Association. Apart from renderlng valuable technical services to member-schools, the Association is progressively building itself up as an agency for interpreting professional social work and social work education to the community. As the largest single body concerned with the training of welfare administrators, we very much value their cooperation. Both these organisations were very kind in collaborating with us in various ways and more especially in securing the participation of some notable experts from abroad. Our sincere thanks are due to them. We look forward to continued co-operation with them and other concerned organisations in following up the

recommendations of this seminar.

We are also very fortunate in having the Chief Justice of India, Mr. Gajendragadkar to inaugurate this seminar. He is well known as a champion of social justice. His views on the relative roles of law and administration in bringing about social change have been lauded by progressive thinkers. It was indeed very gracious of him to have honoured our request to inaugurate this seminar. Shri Asoka Mehta, Deputy Chairman, Planning Commission, has kindly agreed to meet us in the plenary session on the morning of the 19th.

We are also grateful to Prof. V.K.R.V. Rao, who is in charge of social planning in the Planning Commission, to have agreed to preside over the seminar. We in turn promise to place the findings of the seminar before him for putting them into practical use in the formulation of the Fourth Five Year Plan.

I would suggest that the valuable points made in the major addresses and speeches in the plenary sessions are duly taken into the account in our deliberations in the groups. Thereby we would be ensuring that the important points made from the platform are properly assimilated in round-the-table discussions and are duly embodied in the Seminar Report.

I do not intend taking up your time at this stage to say much on the seminar theme itself. We have already put down our thinking in the various background papers that have been circulated to you and we also have the benefit of distinguished experts here to give a lead to our deliberations. I need only say that *development is a marriage of detail and perspective : planning provides the perspective and administration has to provide the detail. So far we have found that these two attributes have not been properly paired together.* It will be our task during the seminar to suggest how best that could be done.

INAUGURAL ADDRESS

P.B. GAJENDRAGADKAR

Mr. President and Friends,

I deem it a great privilege to have been afforded an opportunity to meet this distinguished assembly tonight. I must therefore begin by expressing my gratitude to the sponsoring institutions and particularly to Mrs. Deshmukh for having invited me tonight to inaugurate this Seminar.

Inauguration of such Seminars now tends to be a modern ritual and the only justification I can claim for performing the duties of the high-priest in charge of the inauguration ceremony tonight is the wishful thought that perhaps by my long participation in the administration of law, I may have secured a glimpse of the wide horizon and the very broad frontiers of social administration.

The expression Social Administration denotes a revolutionary change in the aims and objects of public administration. As you are aware, in the Victorian era, and right up to the end of the first quarter of the 20th century, the governmental functions, even under democratic forms of rule, took a very narrow view about themselves. Governmental functions were treated, if I may be permitted to say so, to rest on the basis of the policeman's view, the law and order psychology. It was thought that the Government had done its duty if it kept peace and order within the frontiers of the country and protected the physical borders of the country from foreign invasion. This concept, this passive concept, of the functions of a democratic rule was really based on the view that the economists preached during those days.

You have all heard of the famous doctrine of laissez-faire. Adam Smith and Ricardo thought that all socio economic relations could be regulated by the rule of the market. People thought in the social economic tensions that prevailed in society, the struggles that flow from these tensions, should be left to adjust for themselves. Individual liberty was treated as a god in itself. You all remember Lord Acton used to say that individual liberty is not a high means to an end. It is the highest political and moral end. Basing themselves on loyalty to this absolute regard for individual liberty, philosophers like Mill looked askance at the State's efforts to introduce compulsory primary education. Spencer, for instance, felt that if you introduced social hygiene by compulsion you are invading the domain of individual liberty. It was in that

atmosphere, where freedom of contract prevailed unadulterated, and the doctrine of laissez-faire and the rule of the market governed social economic relations, that Government, though democratic in form, was content to take a narrow perspective of its functions. And naturally, corresponding to the narrow vision of the democratic way of life in those days, administration also was purely public administration.

Things have changed, because democracy has found as a result of the first World War, and more particularly as a result of the Second World War, that an ideological challenge of an unprecedented magnitude was posed before the democratic way of life. Communism came on the horizon of this world and it was soon realized by thinking democrats that if the democratic way of life was to survive this time, it has to give up its passive outlook on life, and that gave birth to the notion of the Welfare State. Democracy then realised that it cannot be content merely with keeping the arena of socio economic struggles clear for the struggles to go on and democracy cannot content itself with adapting the posture of a passive witness to that struggle. Five giants which face society had to be conquered by democracy. They were, as you know, poverty, ignorance, disease, squalor and idleness. And then the welfare notion told the democratic way of life that if you want to stand this challenge of the totalitarian form of government, you must bestir yourself and put the social welfare idea before yourself : and the birth of this welfare idea has broadened the horizon of the democratic way of life and widened its frontiers. Naturally, as the frontiers of the democratic way of life became wider, and the horizon that it placed before itself became broader. public administration correspondingly became wider and broader. And so was born the concept that public administration is not merely public administration, it is social administration. Public administration, when it became social in character, it really became a part of social service. And it is in that context that I take it that the Seminar is going to consider the problem of social administration.

Social administration in this context must act as a revolutionary instrument in the hands of democracy. Social administration can no longer remain content with living in the ivory tower surrounded by books of rules and regulations. Rules and regulations are no doubt good. They help to introduce a kind of uniformity. They help to avoid vagaries in administration. But rules and regulations are the servants, not the masters, and social administration must, therefore, realise that the cast-iron, wooden approach, which strict absolute observance of rules and regulations is apt to generate, is unsuited to the demands that democracy makes on the administration today.

Social administration has to be human in its approach. It cannot stand on its own dignity, aloof in the ivory tower. It has to go to the fields of human endeavour, where social economic problems are being solved in actual life. You want imagination in the social administrator today. Social administration from that point of view seems to me like the dynamic law which it is my privilege to administer. It is a social science, a science of social engineering, like law which is dynamic, the public administration also has to be dynamic, and must develop itself into a science of social engineering. And it is from that point of view that the social administrator must cultivate, not the

abstract specialised mind, but as Laski used to say, we must develop the general mind that comprehends the problems in all their complexity and is able to find solutions from time to time.

The challenge is being thrown not only to public administration but to the judicial administration as well. But we must fall back upon our resources and find solutions. The approach must be flexible, it must be elastic. Inflexibility and devotion to absolute principles is completely out of place, when you are dealing with a challenge which changes from time to time. It is in that context, I think, that this Seminar will have to consider what problems social administration has to face and in what way it can be best met.

When you talk of social administration, there is one important thing which it is necessary to emphasise. If social administration has to succeed in this country, our sense of values must be radically changed. Today, the sense of values in this country unfortunately centres on political power, and it may be a hang-over from the times when the British ruled over us that politics attracts the whole attention of the country. Seniority and juniority, importance and unimportance, significance and insignificance, are determined by what I may call protocol considerations. You look at the Warrant of Precedence and find out who stands where. It is this kind of approach which is completely unsuited to the democratic way of life if social administration is to make progress in this country. You must attach importance to individuals not because they hold high offices, but if they possess richness of experience and vision. Therefore, it seems to me that if social administration is to find its own level in the affairs of this country, efforts must be made to change radically this sense of values.

Social administration has also to be participant in a dual sense. A social administrator must not stay in his office, confined to his room, surrounded by his dead files. A social administrator must walk out cheerfully to the field of action and the social administrator must see to it that he obtains, secures, the wholehearted response of the community at large. If our community plans and your development schemes, and the whole planning structure has not attained success as it should have, it is substantially because the conscience of the community has not joined the efforts of governmental agencies in that behalf. And that is where social administration must bestir itself and and must go to the field of human endeavour. That is how there must be double participation-participation by administration in field endeavour and by the public on implementation of State's Polices.

Naturally, that raises the problem as to the relationship between social administration as conducted by governmental agencies and voluntary agencies. That is an age-old problem. It is somewhat surprising and a disconcerting feature of Indian public life to day that voluntary agencies, unofficial agencies which thrived during the days of struggle, seem somewhat to shrink, and that is because all of us seem to be under the impression that every problem—social, economic, political, legal—will be solved by the exercise of political power. The most unfortunate feature is that the inspiring lead which private agencies alone can give to any movement, cultural, social or economic, is not that prominent today as it was in the days when India struggled for political freedom.

It seems to me that it may probably be one of the results of the hangover of old political struggle. You remember in the old days, when we were fighting for freedom, it was our fond belief that we had merely to win political power to be able to solve all our social economic problems. And that perhaps is the basis why each one of us thinks that political power will solve all the problems. My own reading of history is that political freedom undoubtedly is essential for socio economic revolution, but political freedom by itself does not solve problems. It has the unfortunate habit of throwing up newer and newer problems. And so, we must cultivate the thought that in order that social administration should succeed in this country, it must receive the utmost cooperation from voluntary effort. Voluntary effort alone, based as it is on a sense of dedication, can do the work of "path-finding", if one may call it that way. New and newer problems arise in administration of social economic policies of a welfare State. New and newer solutions have to be found from time to time. Case studies have to be undertaken. Group studies have to be done. All this can be done more effectively, to my mind, by voluntary organisations, by voluntary agencies, provided they come into their own, and that is where again your sense of values must radically undergo a change. We must appeal to that class of social workers who adorned the public life of this country, just a few years ago, to come back into their own, and we must make this broad platform of social work available to men of all parties, never mind what his political views are. If a person believes in the importance, the significance and the urgency of socio economic revolution, he is entitled to come on that platform. Therefore, social administration must by way of self-abnegation refuse to take a place of pride in the public life of this country but must yield that place of pride to voluntary agencies.

Voluntary agencies naturally will look forward to assistance from Government. We all talk about strings attached to help. Strings should not attach even to governmental help *accorded* to voluntary organisations. Voluntary organisations should be left alone to pursue their part.

Another problem which this Seminar will have to consider is the problem of rural social work. India, it is a platitude which is repeated from thousands of platforms in this country, lives in villages : and concentrating your mind and your attention on social economic problems of urban life, will give you a completely distorted view of the requirements of the Indian situation.

How does one tackle this problem of rural development ? In tackling this problem again you must go back to the common man and secure his cooperation. And in doing so, for Gods' sake do not let us be haunted by the old traditional view of assessing the values of all programmes from a financially productive point of view. It is a remarkable feature, one notices, that the improvement of backward tribes is a part of the Home Ministry today. It is not a political problem. It is not a police problem. It is not a law and order problem at all. It is a social problem. Therefore, we must give up the old idea that problems can be solved by the exercise of political power. We must go back to the community at large and adopt some means or other which will evoke from that community at large, wlhehoearted, instinctive spontaneous

response to our programmes. Socio economic programmes are of such importance today that unless we are able to solve our problems quickly by democratic process, I venture to express the fear that the democratic way of life itself is in danger.

Lord MacMillan, who was one of the eminent English Law Lords, once said to the English Bar : Gentlemen of the Bar : I know you are very busy with your briefs. Once in a way, may I appeal to you to take your eyes off your briefs and look outside the window of your chambers. The common man stands in the street. If you go about in the streets, and if you have a little imagination, you will see that in the eyes of the common man there is today a big question mark. The common man in India may be ignorant, may be illiterate, but he has become fully conscious of the fact that even after the arrival of political freedom in the country, his lot has not appreciably changed; and he asks you and me, each one of us who lives in cities, what has political freedom meant for me ? What does this democratic way of life mean for me. And it is that challenge thrown by the silent but eloquent eyes of every common citizen in this country, that social administration has to meet today. It is to the extent to which we are able to meet that challenge quickly, reasonably, rationally, peacefully, in a democratic way, that democracy will survive in this country.

SEMINAR CHAIRMAN'S SPEECH

V. K. R. V. RAO

I am grateful to the India International Centre and the Study Group on Social Services in Developing Countries for having asked me to preside over this Seminar. I have no doubt that looking to the auspices under which the Seminar is held and the experience and expertise of those who have been invited to participate in its discussions, and above all, to the fact that Smt. Durgabai Deshmukh will be functioning as Director of the Seminar, this Seminar is bound to throw the much needed light on the subject of social administration in developing countries. The Planning Commission is deeply interested in the subject and I am particularly concerned with it as Member in charge of Social Planning in that Commission. I would like to begin by saying therefore that we all look forward to the discussions that will ensue and the conclusions that will emerge from the Seminar.

2. In considering this subject, it may be useful to look for a moment at the historical background against which has risen this problem of social administration in developing countries. Most of these developing countries including India were till a few years back under one or other colonial administration. Their governments were primarily concerned with the maintenance of law and order and, in fact, with the minimal functioning of governmental machinery that was needed for maintaining the continuance of their police power in those countries. Partly this meant that the bulk of the administration was geared to the functions of a police State and partly it meant that no attempt was made to extend the sphere of Government into the field of social policy or social welfare. Neutrality, which could more correctly be described as indifference to social conditions and problems, was thus a dominant characteristic of the pre-Second World War colonial administration. When therefore these countries emerged into political independence and took on their own governance, they found that the administration inherited by them did not have either the attitudes or the machinery needed for evolving and implementing a social policy. At the same time, the political independence that they achieved could have content and meaning only if it also meant their economic and social development. Therefore, all these countries declared, practically from the beginning of their independent existence, their vital interest in having a programme of economic and social development. They were anxious to build up their productive resources, maximise output and employment, organise their social services and embark on a programme of social welfare in its broadest possible sense. These intentions and aspirations found formulation in their Constitutions or their directive principles of State

policy or in Government Resolutions or other appropriate ways of expressing their national wills.

3. Obviously, for translating these desires into action, not only were funds required but also the appropriate administrative machinery. As Government had now had both an economic and a social role, it was necessary that public administration should have added to it two major branches of specialisation, namely, economic administration and social administration. Economic administration has on the whole received priority of attention from the developing countries. While one cannot say that success has been fully achieved in setting up the economic administration necessary for implementing the economic role of Governments in the developing countries, there is no doubt that a great deal of both governmental and public interest and thinking has gone into this question among the developing countries. The same, however, cannot be said of the social role of Governments, in developing countries. Moreover, we are concerned in the Seminar particularly with the problems of social administration. I am sure therefore you will agree that in my further remarks I should confine myself to the questions thrown up by the problem of giving administrative content to social policy and development.

4. First among these problems is that of the pattern of administration required for welfare programmes and the manner in which this could be linked up with the general pattern of public administration. Under the old form of administration, when the main function was law and order, administration was essentially hierarchical, containing within it a chain of continuous command ; orders flowed from above and were carried out from below ; and there was hardly any scope for initiative or independent thinking on the part of those who formed the bulk of the administrative staff. Moreover, those in the administration, whether at the lower rungs of the ladder, or indeed even in its higher rungs, had no special interest in even identifying let alone seeking remedial action, the felt-wants or the social problems of the people over whom they held sway as Government. Indeed for the successful functioning of colonial administration, a certain lack of communication between the people and the administration appeared necessary, so that those in authority could not have their administrative wills diluted or weakened by social sympathy and social contacts.

All these however have to change completely in a State that goes in for social development. Education, health, maternity and child welfare, social insurance, cooperative forms of activity, identification of feltwants and popular participation in developmental programmes, strengthening the weaker sections of the society, imparting social justice to Governmental policy, arranging for equalisation of opportunities, paying attention to the problems and requirements of the handicapped elements in society—all these and allied fields and functions now become subjects of administration. They require for their successful handling a different pattern of administration from that appropriate for a law-and-order and *laissez faire* State. Thus the new tasks of social development require bringing into the administration a great number of functional specialists as compared to the normal run of generalists who constituted the previous administration. It also meant the giving of

more place for initiative, research, and independent thinking on the part of those engaged in the implementation of social service and social welfare programmes even though they constituted a part of the governmental machinery. It also required the establishment of an intimate communication between the people and the Government not only at the national levels but also at all local and functional levels so that the social programmes undertaken met the felt-wants of the people and also took into account the special requirements and limitattons and the action to be undertaken to meet these requirements. So a new pattern of administration has to be evolved which will give importance to expertise, professional training, research, communication, decentralisation and a considerable degree of initiative in the hands of local officers. In fact, we will find examples in many developing countries including my own, of this kind of welfare administration that has been set up in the fields of education, health and social services. It will be worthwhile for the Seminar to discuss the pattern of such a welfare administration and in particular, the respective roles of research, communication, decentralisation and professional requirements in its functicning.

8. The more difficult problem is that of linking up the pattern of welfare administration with the normal pattern of governmental administration which hitherto had rested mainly on law and order. It is true that in a political democracy, law and order problems are somewhat different from those which are faced in a colonial or totalitarian administration. Nevertheless, administration of law and order does involve a pattern of administration more continuous in its historical content even after the advent of independence. To this extent, therefore, the problem of linking up into one integrated and hierarchical chain both of welfare administration and law and order administration, still remains to be solved. We in this country have attempted a solution of this problem by our programmes of community development, by our building up of Panchayat administration, by our designating the Collectors of districts as the principal welfare officers of their districts rather than as mere maintainers of law and order. The extent to which the Indian attempt at integrating welfare administration and general administration has succeeded is a subject on which I am sure you will have a lot of discussion. All that I can venture to say on the subject is that this integration has not yet really taken place in a fundamental sense. The problem of combining integrated area control with functional controls extending beyond the area has not yet been solved satisfactorily. As is it is, there are several chains of command that differ functionally and do not get fused at any one point ; and they involve both specialists and generalists. Non-official advisory committees or mixed committees of officials and non-officials have been used to link up welfare administration with general administration, but their functional success still remains to be evaluated. We are all looking to the Seminar for light on this most intricate problem of what should be the suitable pattern of welfare administration in relation to public administration.

6. I may however place before you some of my tentative ideas on this subject of integrating welfare administration with public administration. I would suggest that an essential condition for doing this is the creation within its entire administrative machinery of the attitudes and knowledge

suited to the requirements of the new State in the developing countries with their emphasis on social justice and balanced economic and social development. One way of achieving this perhaps would be to give much greater importance to social science subjects in the examinations which are held for the recruitment of Government officials at the higher levels. This, however, if it is done at the initial recruitment levels, may keep out of the administration a great deal of intelligence and talent found in those who may have taken science and other allied subjects for their university studies. At the same time, it is important that the key personnel in the new administration must be suitably oriented towards understanding and applying the new policies enshrined in the social developmental State. I would suggest three steps for the achivement of this objective :

(1) The training that is provided to members of the different higher services immediately after recruitment should be particularly oriented towards their acquiring both knowledge and understanding of the problems of social policy and social development with which they have to deal in the course of their administration.

(2) A certain proportion of recruitment in the administration at intermediate and even higher levels should be outside the normal run of administrative services. Talents developed outside government institutions, and in fields pertaining to one or the other category of social development, would have a catalytic effect on the administration if they are brought into it. I would even go to the length of suggesting that perhaps it may also be useful if there was a certain free flow created and maintained between public administration on the one hand and universities and voluntary agencies for social welfare and other professional organisations that are concerned with thinking and acting of problems of social development, on the other.

(3) Social administration should be given a co-equal status with economic administration, defence administration, and public administration. Conditions of service should broadly speaking be the same for all these branches of administration and there should be room at the top for people functioning in any one of these branches of administration. The old Indian Civil Service was built up on the theory that a competent generalist could also become a specialist. It is necessary in the new pattern of administration that we are now trying to build up, to study the principle that a competent specialist could also become a good generalist. The administrative positions right at the top, in the last analysis, could only be held by the generalist.

If, therefore, those who are functioning in the social administration section of the governmental machinery do not get a chance to reach the topmost positions in the Government administration because they are specialists, their status would always remain inferior. Hence I think it is worthwhile examining the desirability of

the principle that a good specialist with proper orientation could also become a good generalist.

7. Finally, there is the very important problem of establishing the appropriate connection between the State and the voluntary agencies in organising welfare services. Welfare services have historically been built up by voluntary agencies. This has been so both in the developed countries as well as in the developing countries. It is only as the nature of Government changes and the law and order State becomes replaced by a welfare State or a social-developmental State, that welfare services become an important part of Governmental services and therefore a subject of public administration. Even when this happens however, there will always be a place for voluntary agencies in the performing of welfare services. In fact, it must be so because some of the factors required for the successful organisation of welfare services cannot be obtained through a Governmental machine, however, well oriented it may be in the philosophy and psychology of social development. Almost by definition, a Governmental machinery will have built into it an impersonal element and an element of bureaucracy as well as a reluctance to deal with individual or social cases except in terms of general rules. It is only a voluntary agency that can have the flexibility, the passion and sense of dedication, the sympathy and understanding and the willingness to deal in individual and human terms rather than in general and bureaucratic terms, all of which are required for both identifying welfare problems and taking steps for dealing with those problems. I have no doubt in my mind that in any State that wants to go in for a programme of balanced social and economic development, even as there is a private sector in economic development, there should be a private sector in social development. The vital difference of course is that the private sector in social development is more superiorly motivated than the public sector, while the opposite perhaps is the case in economic field. The other vital difference, and it is this that causes a great deal of difficulty, is that whereas the private sector in economic development generates its own finances, that in social development has to lean upon both the public and the Government for its finances. Finances from the public are becoming less available and the voluntary agencies have to turn more and more to Government for their funds. This in turn imposes upon them an increasing measure of control by Government administration. The more this happens, the more inhibited is the character of the agency and therefore the less becomes the special contribution which these agencies can make to social development. What we need therefore is the spelling out of a new code of administration where not only implementation but even thinking may be done by one agency while financing is done by another agency. This is not easy. The difficulty is increased by the fact that under our democratic Government, the financing agency is responsible to Parliament. We have sought to deal with this problem in India by setting up autonomous or semi-autonomous organisations, not within Government and at the same time not quite outside it, which have been entrusted with some of the tasks of social development, though they get their finances from the public exchequer. An example for such an organisation would be the Central Social Welfare Board. But we all know that this Board has its own problems. Historically of course this problem of functional autonomy combined with financial dependence has been solved in

the field of University education, where universities retain their autonomy not only in respect of action but also in respect of thinking and yet draw the bulk of their funds from Government. How far it is possible to extend this concept to other voluntary agencies in the field of social development is a subject on which perhaps it may be useful for the Seminar to focus some of its attention. I myself feel that this is a very complex question where opinions of different character can be held with equal validity and moral fervour. All the same, there is no doubt we have to evolve a pattern of organisation for voluntary agencies which would on the one hand ensure the continuance of their voluntary character and on the other, enable them to receive a substantial assistance from the public exchequer.

8. You will see that the problems facing your Seminar are many and complex. Your task, however, has been made a little less difficult by the many comprehensive and competent papers that have been presented to you. You might also find some useful material in the Report of the Seminar held by the Planning Commission on social welfare in a developing economy, copies of which have also been circulated to you. Above all, you have your own vast personal experience in the matter of social development as also the many years of thinking that you have devoted to this subject. I am justified therefore in expressing the confidence that out of your deliberations, both we in India as well as those in other developing countries will be able to get not only some light but also some guide lines for action on this most complicated problem of social administration in developing countries.

J. N. KHOSLA

Mr. President, Mr. Chief Justice, Shrimati Durgabai Deshmukh, the• Chairman of the Seminar, Fellow-participants and Friends,

On behalf of the Indian Institute of Public Administration, it is my privilege to extend a warm welcome to the participants to this unique seminar which is perhaps the first of its kind to discuss the problems of social administration of the region represented. National development plans, on which most of the developing countries of Asia have embarked upon in recent years, have greatly extended in scope and scale the responsibilities of their Governments for economic development and for provision of social and welfare services. As a result, social administration today covers a wider area of complex activity than before. Vast new spheres of action are developing in fields of community services like Health, Education and Housing, Social Security and schemes of welfare for the weaker and disabled sections of the community. The new diverse and expanding functions of Government in the social fields have posed innumerable administrative problems, the problems of programming, staffing, coordination, speedy and efficient service and review of results. They have also thrown into sharp relief the relationship between voluntary organisations, state agencies engaged in social and welfare services and the normal machinery of Government. These are vital though complex problems to which the seminar will obviously devote much of its time. While I am confident that the discussions at the seminar will be exciting and rich in rewards, I should like to draw the attention of the delegates to two specific areas of crucial importance. In the first place, to me social administeration represents a field in which the bureaucratic and the professional forces often contend strongly against each other and their balancing calls for great ingenuity and imagination on our part, if the pace of development is not to be slowed down on account of imbalances between economic programme and schemes of social and welfare services.

In the second place growth, strengthening and enrichment of viable socio-economic communities is not possible without the creation of institutional framework in which the individual can develop and fulfil himself. Plans of national development must therefore be geared to the welfare both of the individual and the community, realising that justice, liberty and equality are the ultimate goals of all social actions.

India has enshrined these basic principles in her Constitution, and has placed in her national plans of development, a significant emphasis

on the reduction of inequalities, progressive rise in the material and social standards of life and amelioration of the underprivileged. If the developing countries of South and South East Asia have to programme towards ever increasing material and cultural standards of life, social administration must find its rightful place in the edifice of Government. The tone and texture of social administration is, as time passes by, going to have an increasing impact on the quality of the public administration of the country. The welfare state has made headway in many European countries, but to the teeming poverty-ridden millions of South Asian countries it is a ray of new hope and aspiration for survival. The contents of social and welfare programmes, do not generally find their way into political or party controversies. Furthermore, the beneficiaries of social administration are the people, and social administration has of necessity to show greater consideration for their felt needs and sentiments than public administration proper. This has set in motion forces to bring about a fundamental reorientation of bureaucratic attitudes. The process of change in the attitudes has already begun and I hope that despite some inertia it will extend its frontiers and grow in depth. The point I wish to make is that in your deliberations, it will be worthwhile to keep in view the healthy influence which social administration can exercise on public administration in general.

May I, in extending once again my cordial welcome to you all, express my fervent hope that you will find your participation in this seminar both fruitful and pleasant.

GREETINGS

W. H. CHINN

Mr. President, Mr. Chairman, Ladies and Gentlemen : Fortunately for all of us, I do not have to make a speech, and I could not, even if I wished to, compete with the speeches we have already heard. But I am very glad of this opportunity to say how honoured I am to have been invited to this important seminar on social administration in developing countries. I am particularly grateful to Mrs. Deshmukh who with her characteristic persistence managed to succeed in persuading the British Government that my presence here might be an important part of technical assistance !

That this seminar is important is evident from the distinguished list of delegates which the sponsors have gathered together. I would, however, like to stress that it is of vital importance in the modern world, as every country is in the process of rapid change, and this is by no means confined to the so-called developing countries.

Social administration is a subject to which many people pay lip service, but for which in many countries, there is no clearly defined pattern. In my country, for example, there is certainly a most elaborate organisation of social services and we are often wrongly called a welfare state. But with all that, it is extremely difficult to distinguish a definite pattern of social administration. In fact, the study of social administration in universities and schools of social studies is only just becoming a slightly respectable discipline. I hope, therefore, to be able to learn from the experience of countries like your own, which are able to consider socialism against the background of planned development. It is in this aspect of planning which I think the developing countries are more fortunate than the long established countries, like my own, with traditions and vested interests and all the paraphernalia. This seminar is very important to me, if I may be allowed a personal note, in that I spent many years advising a number of developing countries on the social aspects of development planning. This is a very difficult task in the face of the over-riding desire in all countries for rapid economic development.

I am now, as the President said, adviser on social development to the department of technical cooperation in Britain. This department is responsible for channelling technical aid in all fields to any developing country which requests such aid. It operates, for example, a number of technical assistance schemes, such as the special commonwealth assistance plan for Africa, and the Colombo Plan in South East Asia. It is not responsible for large scale capital

aid but concentrates on the provision of expert and professional staff of all kinds and of providing facilities both in Britain and in the countries themselves for training. In the course of my job, I have been privileged to visit many countries and over the years have been encouraged by the increasing attention being given to the human element in developing economies. There is no need to emphasise to an audience of this kind that there is still a very long way to go before social development receives that degree of attention and resources which will enable it to combine effectively with economic development and political progress to the full benefit of mankind. I venture to suggest, and I hope this will be brought out in the seminar, that progress in the social field depends not only on political decisions, but much more on the availability of informed and trained practitioners in social administration. But we can at least say that social administration is now being seriously studied and this seminar should help us to clarify our ideas and give direction to planning for overall development. In this effort, no country can afford to be self-sufficient, We have all a great deal to learn from one another. In fact, in this, as in so many other vital issues, international cooperation is essential. My country through its contribution to the U.N. and its specialised agencies, and through technical schemes, such as the Colombo Plan, is prepared to help whenever asked to do so. In the field of social administration perhaps the training of administrators is the most important immediate problem. Britain has already in a small way provided training facilities in this field. Such help can be extended as the demand and the number of requests for social administration training increases.

But, Mr. Chairman in conveying the greetings of my country to this seminar, I would like to confirm our willingness to help in this field as well as our desire to learn. In fact, these two processes are complementary.

BERTRAM COLLINS

Mr. Chairman, Distinguished Visitors and Friends:

I am very happy to bear greetings to the East Indies from the West Indies. I have had to come half-way around the world to do so, shortening my life by half-a-day, travelling much more swiftly than Columbus did when, by an error of navigation, he found Jamaica while looking for a route to India.

I bring greetings from the West Indian peoples, who, perhaps more than any other in the western hemisphere, have a high regard and affection for India. We have a number of things in common. We share a period history which happily evolved into membership in a commonwealth of free nations. When the sub-continent of India became independent in 1947, we celebrated too. For we realized the great event meant to us and to all nations yet to be born, that the structure of the world's society, and the balance of the worlds economy, would lose forever the hierarchical bias that had marked colonial

days. Soon we reaped, as others did, the fruits of your struggles. We are grateful.

Our greetings are special, however, because of a personal link with India. People whose grandparents came from India and other parts of South Asia populate many of our West India territories. To my own noted country, British Guiana, there came between 1840 and 1920, a ferry of over a quarter of a million Indian nationals. Their descendants form the largest group in British Guiana and are even more numerous in Trinidad. They can bring to all our cosmopolitan territories their gifts of good citizenship which will make our independence, like yours, a triumphant success.

Finally, Mr. Chairman, I bear humble greetings from my part of the world, as from a small democracy to the world's largest practising democracy. We have watched, with an admiration bordering on awe, as you embarked on a new task after independence, no less a purpose that the vindication of every man's right to a full and happy existence, through the combined and dedicated efforts of State and of voluntary activity. This great task, so well advanced, gives encouragement to the smaller nations of the so-called third world, not least to the tiny West Indies.

Long ago the West Indies was described by a famous visitor as an 'imperial slum'. We did not know which was more regrettable, the adjective or the substantive.

But today as independent, prospering nations, we are pulling ourselves, up by variations of 'operations bootstrap', and with the help of other nations, including former colonial powers. Like India and the countries represented here, tonight we seek by all means consonant with democracy to improve the living standards of all our peoples. As such, effective social administration is a central concern and it is pursued vigorously by the State, by industry and by volunteer organizations, who share, at least a common determination to better the conditions of all our multi-coloured peoples.

We can learn much from you in these efforts and perhaps, our different scale and background, our different routes to similar objectives, might have given us insights and experiences, which, with the pleasure of men returning with gifts to the East, we can offer you. So I look forward to participating in this seminar which, I know, will be pleasant as well as fruitful, and I hope that friendships made at this remarkable International Centre will be valuable and lasting.

I thank you.

Mr. Chairman, Ladies and Gentlemen : I feel very honoured to have this opportunity of bringing to this seminar the greetings of an international institution of the U.N., the Asian Institute for Economic Development and Planning. I have come here to symbolise the great interest of that institution in the outcome of the thought that this seminar is likely to contribute. In the Institute, where we have the responsibility for training the middle and senior level Government officials of various countries in the ECAFE region, we have been trying to emphasise in a large measure the importance and the great significance of social planning as a complement to economic planning. Social planning is a very wide concept, embracing many aspects of planning, and social Administration is one of those aspects which would make for the success or failure of social planning as a very valuable complement to economic planning. This social planning is important because the right kind of social planning makes economic planning adequate and meaningful. And the absence or the wrong kind of social planning will make even a fairly successful measure of economic planning a failure and a frustration. You may have a lot of economic planning and quite a good deal of economic growth and yet may fail to achieve social contentment and social well-being. Apart from this, as the very perspicacious Chief Justice, who, as a generalist has seen the precise point, which many doubtful specialists might fail to see, namely, that at the end of all economic planning, there must be a matching of welfare and well-being and that sense of contentment in the people, and if we fail to secure that we would have planned in vain. Now the reasons why economic planning with a great deal of show of success may still fail in the end to make people happy is either because the rate of growth of the economy is not commensurate with the rate of growth of the needs and the demands of the community ; or that there is a lot of growth and yet that growth does not produce by proper distribution and by proper accessibility to the poor amongst the community to the needs and the welfare that they expect to get out of that planning. Now, in a country like India, we have had a fair measure of success in economic planning interpreted in the limited sense of planning that follows a certain amount of careful investment of resources mobilized in the financial sector. But we still are very far indeed from a point where that growth of the economy and that careful mobilization of the financial resources would lead to the contentment and the wellbeing that is the last rung of any effort in economic planning. It seems to me that if we have ever to achieve that measure of success in our planning, whatever economic planning has so far been achieved, has to be supplemented by a great deal of social work, by a great deal of mobilization of the resources and manpower that we have. We have always talked about mobilizing and yet I think, in my view, not quite succeeded in mobilizing. The reason for this is, I think that for planning to be effective and successful, it has to transcend the limits imposed by a purely financial kind of investment that is possible for us to undertake. It has to go on to the realm where investment of human resources in terms of time, work and effort have to be put in a variety of activities that will lead

to a very rapid and a very substantial growth in the output of our economy. Therefore, it is at this point that the social worker, who is able to mobilise that kind of effort over and above the financial mobilisation, becomes in a sense a key factor in either the success of our planning or its eventual failure.

I have been attracted today to a small paragraph in the latest issue of the TIME magazine, which highlights a small story about the excellent contribution of the voluntary worker, the social worker, in magnifying the output of planned activity in one of the African countries. The TIME magazine, as you know, is not usually, very generous in the compliments it pays to stories in under-developed countries, and if it does pay it, it must be really a very good story indeed. Now the story is this. This is a story relating to Tanganyika, a country which has a leader who comes closest to the Gandhian type of leadership in Africa. And in that country, says the TIME magazine, by mid-1963, the Government's 250,000 dollars investment in self-help, which we here call voluntary work or social work, had yielded an estimated 2,500,000 dollars in product. That is a magnification by 10 times of the investment, the kind of magnification which we ardently hoped we would make possible through our community development planning in this country. Perhaps in some cases we have succeeded, but still we have to succeed in numerous other cases to justify sueh a tribute. The result of this are—10,400 miles of roads, 166 clinics, 368 schools, 267 village halls, 308 dams and 515 works. At one tiny village a man dug up 500 ant eaten pound notes and brought them to Mirara who promised to build a bank with that money on the very spot.

Now, I have read the story out to you only to show how much voluntary work and voluntary effort can add to whatever small magnitude of financial investment that a plan can produce within its own economy. I believe very ardently that unless, with the help of our voluntary workers and with the idealism that they can generate, which is perhaps far more important than the taxes that the big businessmen pay or fail to pay to the development of an economy, we supplement this financial investment and planning with this enormous social enthusiasm that we ought to be able to generate, I am afraid we will not succeed in establishing a welfare state and we will have then to face the challenge of a drift to a more authoritarian direction of our life and our freedom either from the right or from the left, as the very distinguished Chief Justice had suggested in his own speech.

Therefore, to my mind in the coming decade or two or more, the social worker, the voluntary worker, the man who is willing to lay down his time for an hour or two or more each day, is going to be the key factor in the success or the failure of our efforts to build a welfare state and a socialist state. Therefore, your deliberations in regard to the nature of this social administration, are an essential element in determining whether that key factor would be established in this country and in other countries under conditions of freedom, or will fail to be established. It is in this country still that we have an aroma of a past which was imbued with idealism and a desire to help the fellow beings by sacrificng one's own time. And we look to the social workers to

mobilize again in a magnificent and a very big way to produce the effort necessary to supplement whatever financial investment that we can mobilize. Therefore, you are indeed beginning deliberations of more or less of an epoch-making character in terms of the future of planning. And as a man directing an Institute for economic planning, I need not tell you that my interest in the study and the kind of things that I look forward to learn from deliberations of this kind is of the utmost importance not only to me personally, but all efforts that we are undertaking in the Institute which is just newly set up. This kind of effort calls for the most close collaboration with the social scientist who must work out the right kind of social priorities and social objectives. The social worker who generates enthusiasm and labour and is indeed the key factor in this effort, and the administrator whose attitudes have to change to one of cooperation and working for the desired objectives rather than working as has been rightly observed in the spirit of protocol, in the spirit of political power, in the spirit of authority—which must give way to team spirit and cooperation with all that are interested in achieving the great objectives of a welfare state.

Therefore, I have the greatest pleasure to be with you and to have the opportunity of watching you deliberate. Even if those deliberations may not immediately lead to the kinds of successes that we look forward to, I look to this in the belief that this is the way along which we have to move if our planning has to be really a leap from the doubts and the suspicions and fears which it is now generating.

VOTE OF THANKS

M. S. GORE

Mr. President, Mr. Chief Justice, Dr. Rao, Mrs. Deshmukh, Ladies and Gentlemen : It is with a sense of privilege that I rise to move this vote of thanks—vote of thanks to the speakers of the evening, to you as guests, and then to the many participants representing different organisations and Governments.

I begin with our honoured chief guest, the Chief Justice of India. We have known you, Sir, as an eminent jurist, but the impact that you leave with us today is not merely of the perspicacity of a jurist or even the profundity of your stature, but that of an ardent social thinker, who has a deep sense of social Justice. We are grateful to you for giving us this particular advice on the eve of this seminar.

Of the many points that you put forth, there is one, at least that will leave an indelible impression on our minds. You will remember that at no time has it been in human history and is it likely to be that the exercise of political power or even mere economic development, be a substitute for initiative on the part of the individual and a sense of responsibility on his part. We are most grateful to you, Sir, for giving us this advice.

I also thank Dr. Rao for the very instructive guidance that he has given to us. Having known him for many years, I know that he never takes addresses at public meetings as mere ceremonies. And in his characteristic fashion, he has gone on to analyse and also to provide his own ideas of how we might go about meeting the problems that he has put before us. I am sure that the various groups that will meet will find at least two or three points in each of their areas to ponder over. It may seem a little out of the way to thank the Chairman of the Seminar, but knowing how busy he is as a Member of the Planning Commission and with his other multifarious duties, I think a special word of thanks is due to him.

May I also take this opportunity of thanking our friends from the U.K., from the West Indies from Thailand, from the Asian Institute of Economic Development, who have brought us words of greetings, words full of wit, thought as well as guidance.

I would like now to state that having launched this seminar, we now depend upon the quality of its participation for the success that it will achieve and when I read out to you the type of participation that we are going to have, you will have no doubt left in your mind as to the achievements that we might expect from it.

We have 15 individuat experts invited from abroad :

Mr. & Mrs. Brian Rodgers from the U.K., the Manchester University.

Mr. W. H. Chinn, again from the U.K.

Prof. Lady Williams from the London University.

Prof. Narayana Prasad from Bangkok.

Dr. Bertram Collins from the University of West Indies.

Mr. & Mrs. Divers : Mr. Divers from ECAFE and Mrs. Divers in her individual capacity.

Mr. Abdul Wahi Sherzoy from the Kabul University.

Mr. Mohemmad Nabi Salhi again from the Kabul University.

Mrs. Suparb Vissesurakarn from Bangkok.

Mr. Sayon Ratanavichit from Bangkok.

Mrs. H. S. Sutarman from Indonesia.

Mrs. A. A. des Rupasinghe from Ceylon, and

Mrs. Atikaizmartone from Indonesia.

We are grateful to all these gentlemen and ladies for having accepted our invitation to attend and participate in this Seminar.

Apart from the individual participants, we have representatives of

international organisations including the Ecafe, the Unicef, the I.L.O., the U.N.T.A.B., the W.H.O., the Unesco, F.A.O., the Asian Foundation, the Rockefeller Foundation, and the United States Education Foundation in India.

From within the country there are representatives of Ministries and agencies of the Central Government—the Education Ministry, the Community Development Ministry, the Ministry of Labour, the Ministry of Home Affairs and the Planning Commission have been formally represented and we have also representatives of the Central Social Welfare Board and the National Academy of Administration.

Apart from these, we have about 21 representatives of State Governments and among these are four Ministers for Social Welfare—one each from the Governments of Maharashtra, Rajasthan, Madhya Pradesh and Mysore.

Finally, we have more than 30 experts who have been invited from within the country. They are drawn from administrators, educators, social workers, planners and social scientists.

On behalf of the organisers of the seminar, I would like to extend a very hearty vote of thanks to the various organisations and the Governments who have made it possible for these individuals to join us in our deliberations. Thank you.

ADDRESS

ASOKA MEHTA

I am grateful for the kind and generous words with which I have been introduced to the Seminar. I am glad to have had the benefit of the discussions that have taken place so far on this subject of mutual concern, 'social administration'.

2. In the early stages, the term used to describe the government apparatus was 'administration'. Perhaps, somewhere in the 30's or in the 40's the term was transformed into 'public administration' ; the idea being that administration had to be responsive to the needs and aspirations of the people. We have now reached the next stage where the term is sought to be transformed into 'social administration' ; we recognise the need for identifying and giving firm shape to the deeper content of what the people want and the direction in which the people wish to move. This is a legitimate transformation. As was pointed out by the Chief Justice and also by my colleague, Prof. Rao, not only should a particular segment of the administration be treated as social administration, but all areas of administration should take on a significant social content. I agree with those who have suggested that social welfare in its broadest sense, is the end product of all that administration attempts, in a sense, it provides the final yardstick, the ultimate justification for all the efforts that we put in.

3. History indicates that the urge for liberty proved to be a revolutionary and dynamising factor ; the urge for equality proved to be an equally revolutionary and dynamising force. The question, however, is this : to what extent does the urge for fraternity have the same inherent power ? Those of us who are the standard bearers of social welfare and of social solidarity will have to show that the approach of fraternity can be as powerful a stimulus in evoking popular responses, as the other major forces in history have been.

4. I recall someone who said many years ago to a group of students that the French revolution was triggered off by the concept of liberty ; the Russian revolution was sparked by the concept of equality, and the Indian revolution—in which we were then engaged under the leadership of Gandhiji—was inspired by the concept of fraternity. Perhaps, the same theme requires to be re-emphasised : can this concept of social solidarity become a stimulus strong enough to foster the whole process of transformation, involving not only economic development, but also far-reaching social change ? As it happens. many areas which are economically eroded are also socially eroded. How does one reverse the process ? There is no doubt that the process of transformation will be greatly

accelerated if one could introduce into it this element of social conservation ; economic development would become less costly and more purposeful if it could be backed up by social conservation.

5. But how do we go about it ? Two difficulties emerge with which I am sure you are familiar. Many projects of economic development are technologically conditioned, that is. the technology determines the amount of investment, the kind of administration and the related inputs. The result very often is that in any plan a certain proportion is allocated initially say, to power projects, then there is escalation on the cost and the requirements for completing those power projects go up. If additional money is needed, the demand, the thrust of these projects is so obvious and so strong that it gets the needed response from the planner and the administrator. On the other side, the social sector is weak ; it is essentially a decentralised sector that requires a great amount of organisation. It requires a great amount of other kinds of input, things tend to break down, and when imbalances emerge, the social services sector stands to lose for two reasons. Firstly, because the more organised and the technologically more powerful sectors have certain built-in devices which help them to move forward. Secondly, the section of the administration concerned with the social services—whether they be official or non-official agencies—has not been geared up sufficiently and the results have been disappointing. Unless the social services sector generates this kind of constant pressure, this kind of an assertion, then the natural argument will be that they are not in a position to deliver the goods, they do not have the confidence and they are not willing to assume new responsibilities. Therefore, the sector tends to get neglected, not because of any kind of a prejudice, but due to failures in implementation and leadership. The electrical engineer, for example, is able to provide leadership very easily, because the technology gives him the necessary basis. But to provide leadership in the social services sector, an entirely different kind of resource is needed, an inner resource with moral and intellectual attributes—quite different from those needed in building a steel mill, a power project or a modern transport system.

6. We are agreed that the voluntary agencies and the State agencies will have to work in cooperation. But here again, it is not enough just to leave things with such an unqualified statement. Perhaps, in some directions the voluntary agencies will have to initiate pioneering services. They will carry out pilot projects with a view to gathering experience, collecting relevant data, drawing significant inferences and, ultimately, withdrawing from those activities and handing them over to the State, because perhaps the State is the best body to administer 'normal' services. Elsewhere, the State must be willing to withdraw, because in certain situations voluntary agencies would be better able to bring about the kind of popular responses needed. After all, when a State does something, the response also is upto a point established. It cannot inspire the kind of ethico-cultural response that is needed ; ethico-cultural responses are most likely to come with voluntary efforts.

7. A parallel reference has been made to the role of the public and private sectors in industry. Even in industry we are going to discover that there will be no clear dichotomy between the public sector, which is entirely public and

the private sector, which is completely private. There is going to be a great amount of inter-penetration and approximation, with an emerging *esprit d'corps* among those called upon to manage these establishments. A shared outlook and a community of understanding has to emerge, if these two sectors are to fulfil the responsibilities assigned to them. In the same way, there will have to be varying measures of inter-penetration and approximation in the administration, the more so because public administration will not be transformed into social administration at the grass roots level, where necessarily it has to be socially oriented. The acid test as to whether an administration is fulfilling the requirements or not, will have to be applied at the grass roots level.

8. Very ofter at the grass roots—particularly in areas where the administration has to develop the social orientation—one notices that there are great cultural differences. Many of us sitting around this table are in a sense citizens of the world. We share to a great extent many cultural traits. We have our different cultures upto a point, but I think what we share in common is almost as important and as significant as that which differentiates us. We may come from different and varied backgrounds and from different disciplines, but in spite of that, we have a common idiom and a common style. But when we go down to the tribal peoples and to the socially under-privileged groups, as *Gurudev* Tagore pointed out, many centuries exist side by side in India. The world talks of co-existence in space ; in countries like India, and in many countries of Asia and Africa, we co-exist in time. And when one lives with people with different levels of culture, it is necessary to have that human sympathy and understanding, the desire to transform them. But in seeking to transform them, one should not destroy things that are meaningful to them ; instead, one must be willing to assimilate aspects that would strengthen the universal society we are trying to create.

9. How does one go about doing it ? It calls for a great amount of social sympathy and understanding on the part of leaders of social thought. But no such revolution can be brought about by asking the administrators to become missionaries. Instead, the missionary spirit has to be part of the social ethos itself, and this inspiration has to come from the real leaders of the people, not necessarily the politicians. In a country like India, there may be 10,000 or 20,000 such persons who could be described as the 'apex leaders', and their way of life and thought, their approach and understanding will determine to what extent the administration can become a social administration. Everywhere today, whether in the developed countries or in the developing countries, there are very few people who can provide this kind of direction, persons who can make fraternity meaningful. It depends to what extent there is inside them today this sense, what we in India call the *dard*, the ache, to feel that there is a profound crisis, a crisis which can only be overcome by psychic responses of the right kind, what I have termed the process of 'social conservation'.

10. Upto a point the crisis involves economic, political and administrative considerations. But, to a great extent, it is as a matter of ethico-cultural considerations. The question is how far those of us who are devoted to social welfare, to whom fraternity is the over-riding purpose in life, how far shall we

be able to generate and foster this ethico-cultural urge in the world today, give it a sense of urgency and sharpen its edge. I think it is a matter to which more thought needs to be given.

11. Then again, I suggest—this applies to most of the developing countries, but more so to a country like India, because of our overwhelming problems—that we are bound to suffer from shortages of a variety of inputs. There are a variety of inputs, material, technical and capital; there is going to be a considerable shortage of these inputs. If there is a shortage of capital or technical inputs, they cannot be overcome immediately. But it should be possible for a country like India—or for any country with a certain cultural background and a cultural continuity—it should be possible to make this social input, that is, creating a climate where people can work in improving the social texture and in introducing a measure of social elasticity. I believe the voluntary agencies have a major role to play in this process of social conservation because given a little support, they would be able to generate this kind of snowball of progress. The input demanded by them will be so little and the output generated by them will be so great, because they can mobilise something which does not require technical competence or capital investment. All it requires is tapping the human imagination, human sympathy, human sensitivity and making us in the process more of human beings than we tend to be.

12. The whole state or condition of under-development is a stagnation, a social stratification, that has led to debasement of humanity. Our efforts must be directed to opening up human character and permitting it to resume its natural form. In the process, a great amount of energy and power will be generated which requires very little of input. The main contention of social welfare workers is that social welfare can be a mighty input of development and that the existing distortions in society can be removed with little effort. They would then be able to introduce into the whole process of development a new element of strength and vitality.

13. There is only one area in which I would like to emphasise my disagreement, *viz.* the statement that social welfare workers are feeling frustrated. If they are feeling frustrated, there is no hope left. Those who should function as counter-frustration squads have no right to feel frustrated. In the name of frustration, each one seems to be staking out a demand, that just cannot be met. How do we reduce the claims and how do we augment the resources? That I think is the core of the problem of planning and development. In trying to see that the two sides of the ledger somehow can be made to balance, I fully sympathise with the social welfare workers whose claims have been neglected in the past. But I feel that if they join the queue of the claim makers, they forfeit the right to be called social welfare workers; they, as it were, forfeit their *raison d'etre.* To the extent that they cease to be mere claim-makers, but choose to augment the variety of claims that are being made, they open up the magic dimension which will make existing inputs much more fruitful. Instead, their campaign should be based on "give us a little and we shall release the hidden ingredient". It is important that social workers make a clear and purposeful statement of their plans and programmes. Planners and administrators—unless they are men without vision, understanding and humanity—will come running because the social worker has something to offer which is going to make their tasks much easier and more meaningful. I have no doubt that we have in our country a wealth of experience, talent and dedication, and at this critical hour,

we shall need to draw on their cooperation, goodwill and direction.

14. There is only one point on which I would like to say something before I end : I do not feel attracted by the idea of a Ministry for Social Welfare. I think the whole Government needs to be organised broadly into three sectors : one dealing with security, *i.e.* defence and home affairs ; the other dealing with economic matters and the third dealing with social services. There should be three distinct authorities responsible for coordination in these broad areas of Government grouped directly under the Prime Minister at the apex. Social services have become as important a segment of Government as security or economic development. If there is just one Ministry of Social Services either the Ministry will become so monolithic that it will not be able to achieve very much or it will become as ineffective as the fifth wheel of the coach. Social services present a problem of coordination and direction, but above all, I think it is not so much a problem of administration as it is a problem of ethos. Administration will respond to the ethos which is created through the universities and through work undertaken outside the Government. If the lead and the rhythm in social welfare is to be set by people inside the administration—in this, I may be right or wrong—it will cease to be social welfare. The administration has to learn how to adjust and accommodate itself to what is being achieved outside. The primary achievements have to be secured by the voluntary agencies, in the academic institutions and in the ethico-cultural field.

15. In a country like India. social welfare in its broader sense takes on a far deeper significance than in most other countries. In Great Britain people talk in terms of social welfare : in France, they talk of social well-being and of social security ; but in India, when we talk of social welfare, we must also think of national integration. There are so many elements in India, elements that can either be left to fly apart or be woven together into a seamless fabric or garment. In the past, most welfare activities were identified with those traits in our social and cultural life which tended to separate people rather than unite them, sueh as religion and caste. Today, the whole unfolding of social welfare should ensure that people no longer think of themselves as fragments but as part of a larger and integrated community. Perhaps, people are now becoming more continental in outlook, a German ceases to think of himself as a German and considers himself a European ; a person ceases to be a Belivian and thinks himself as an American ; Nigerians or Rhodesians now consider themselves Africans, this is a phenomenon which is sweeping throughout the world. One has to think of social welfare as something which aims at transforming, it has the transcendental urge in it, in the sense, that it raises you above the earlier, narrower loyalties and moves you forward to newer, deeper and to more inclusive loyalties. By this definition, social welfare is a process of social conservation, widening loyalties and of national integration. I think this invests social welfare with an immense responsibility and excitement, and an immense urgency and relevance.

16. I said earlier, social workers have the right to be impatient, but they have no right to feel frustrated. I am sure that by your deliberations, you will bring to your task a sense of healthy impatience which is combined with understanding and analysis. You will also help to remove the frustration that exists partly because of the faults of the administration and partly through the intractability and intransigence of the Indian situation.

CONCLUDING SESSION

MARCH 21. 1964

SEMINAR CHAIRMAN'S CONCLUDING REMARKS

I am sorry that owing to an engagement I accepted before, it was not possible for me to take full advantage of the seminar and participate in all the detailed group discussions. But I am glad I was able to return in time to be present and to take part in the discussion of the report which has now been adopted.

To my mind, the holding of this seminar, even more, if I may say so, than the previous seminar,—the last seminar we held was on social welfare in developing 'economy'. But this seminar on social administration in a developing countries, the holding of this seminar to my mind should mark a red-letter day in the organisation of social services in this country. I find that the recommendations which have been made are all on a concrete level and I also feel that they are based on experience, on study and it should not be difficult in due course to take action which will result in the implementation of these various recommendations. I do not think any of the recommendations are outside the reach of practical politics. It may take some time. Some of the recommendations may take a little more time to get implemented than some other recommendations. But I think what is important for us to realise is that social services form an extremely important part of the contents of the society we want to build. I have found myself in the course of the last few months when I have been handling this particular subject in the Planning Commission, that while everybody is prepared to pay lip service to the objectives of social services, when it comes down to brass-tacks in terms of resources that are made available, then social services do not figure anything in the same manner as, for example, 'material' services. When there is an emergency, if any cut is to be imposed, almost invariably the cut falls on the social services not on the 'material' services. This is something in the last few months, I have become very familiar with and I find also when I go round, the officials incharge of social services are rather helpless in this matter ; and I would even go to the length of saying that even the Ministers who are in charge of the social services, find themselves somewhat helpless in this matter. That is because, I do not think we as a society have really fully recognised the place of social services in our social order. From that point of view, for me it is a very good thing that a body, where you have got government officials, State ministers, internationally reputed experts, voluntary agencies and intellectuals, that such a very important seminar should have asked for a clear enunciation of social policy, a statement to be included in the plan, I certainly propose to follow that particular recommendation. We will have to find some method to determine as to what should be the content of such a social policy statement ? In what way we should try to bring it in the fourth plan documents. So far we have been talking in terms of a socialistic pattern of society. We have been talking of reducing concentration of economic power, diminishing inequalities of wealth,

and income and so on, maximising employment etc., etc. Well, it may become necessary to try and put in one more clause among the objectives of planning, which should be, what you may call, social planning or planning for the establishment of certain standards of social services in the country. I think from that point of view I would like to endorse that very important recommendation and we will have to think how to get the material for it : whether we should have informal discussions on it : whether we should have another seminar on it, or a working group on it, or an informal meeting. But I think it is very important for us now to start thinking in terms of what would be such a policy statement, because it should be something which, as I said, should inspire people. At the same time it should be something which we ought to be able to implement in a generation. Anything that goes beyond a generation has absolutely no psychological value. Even a generation is too long. It has got to be something which we can reach in the course of 10 years or 15 years, and the moment we say that, we will find that we will have to think in terms of priorities, there will be discussions, there will be conflicts and so on. But I think it is important, if people corresponding to the kind of persons who have constituted this group could get together and work out their tentative ideas as to what should be the constituent items of a comprehensive statement, a clear statement of social policy to which reference has been made in so many paragraphs. Here we could also get assistance from international agencies, the kind of things which have been set forth in international documents, the kind of things that have been set forth in resolutions in other developing countries, and developed countries and so on.

The second thing which particularly I should like to mention, and one in which I am deeply interested as an individual, is the question of voluntary agencies. I have absolutely no doubt in my mind that we cannot solve the problem of social welfare and social services in this country to the extent that we want on the basis of governmental agencies. And if I may say so, I think the problem we have in the field of social welfare is the problem of the voluntary agency. How do we strengthen it ? How do we make it possible for voluntary agencies to get good workers ? How do they recruit good workers ? We find, for example today, we have got a very good organisation, the Ramakrishna Mission. Everyone knows what a very good social service agency it is. But if you ask them, they complain it is extremely difficult for them to recruit workers. Now, recruitment of workers : We had, as I said before, the Servants of India Society, the Servants of the People Society, the Deccan Education Society and so on. I rather regret that the seminar has not made any reference to the possibility of setting up or attempting to set up such an institution or bringing together a band of workers who will say, in the field of social welfare, or social services, they are prepared to spend a certain amount of time. Now the whole question is how do you get social voluntary agencies strengthened ? How do they collect money ? How do they keep on a supply of people from outside the ranks of paid and professional workers. Then what should be the relationship of the voluntary agency to the Government ? All these are, I think extremely important problems and for the first time I have seen in these various paragraphs a discussion of the issues that arise and the suggestions which have been made for dealing with these issues.

What I would like to say would be this. To the extent that it is possible, I should like to go all out to give more and more importance in the field of social services to voluntary agencies.

The third thing that I want to mention is again a very important thing, and that is about a whole new class of civil servants, who have come into existence, who are called professional social workers. I am not only thinking in terms of those who work in the narrow field of social welfare, but also the larger field of social services in general.

I thlnk it is a very good thing that the seminar has discussed the problems of what one may call the professional or fulltime social workers, people who work in the social services. I think it is extremely important that their status must be recognised, their position must be guaranteed and you want to draw the best talent into this particular branch of administration. Because in the last analysis, when a Secretary sits round in a committee, or any organisation, the personal equation is extremely important. The more competent a spokesman for the social services in Government, the more effectively the social services get represented in the budget and in policy making and so on. So I think we have got to go all out to get the best men. People should think that the best job to go in for is to go into the field of education or health, or social welfare etc., rather than merely to go into the field of either management, industrial management or defence or general public administration. Some kind of a motivation must be there, some kind of an atmosphere must be created. I think the seminar has done well in emphasising the importance of the status of social workers in public administration.

The last thing that I wanted to say is this. I think it is also a very good thing. What has not been done so far, is to bring in international aid agencies into the thinking that we are doing on the developing of social services within our own developlng countries, and in this thinking bringing in the international agencies. It is important not to ignore—I am putting it as mildly as possible—the voluntary agencies. Quite often, as you know, under the U.N. Charter, U.N. agencies cannot give any support unless it is asked for by the Government of the country. You will find this in every organisation. The first clause is this. No aid will be given unless it is asked for by the Government of the country ; and then usually, with very rare exceptions, all aid that is given is channelled through Government. Even when it is given to voluntary organisations, the request has got to be sponsored by Government. To the best of my knowledge, it is very very unusual for independent relations to subsist between international agencies and voluntary agencies in the field of social welfare. I think is a great pity, because quite often—we cannot alter the whole Charter of international institutions. But what we can do is that when the Government of the country is thinking in terms of using international aid for purposes of the development of social services, it would be useful if they have the kind of committee which has been suggested in this seminar, where you have not only experienced administrators and others. It is only a consultative body. After all the Government ultimately takes its decision. Nobody can take away from Government its ultimate right to decide. But it is always useful for the Government to be influenced, to be subjected to influence, to be

subjected to the experience of people who have been working in the field and who will bring a somewhat different point of view from those who are engaged purely in administrative tasks and political tasks. So, I think that it is a very good thing that has been suggested.

I do not want to take more time. All that I should like to say is that I am very much impressed by the amount of work and the quality of thinking that has gone into the preparation of this report. I have no doubt that when this report is placed in the hands of the various authorities in this country and elsewhere for purposes of consideration, it is bound to receive very careful and very sympathetic attention. I have no doubt in my mind about it, by virtue of what is contained in the document and by virtue of the thinking that has gone into it, and also if I may say so, by the virtue of, on the whole, moderation and restraint, not just very high-sounding phrases and so on, but it is a document which has been drawn up by people who are doers, who are not just propagandists—in that sense of the term; who are certainly missionaries, but who also are 'doers' and who have got both their feet planted firmly on earth.

I welcome this report and I should like to thank all of you for having borne with me, an absentee Chairman of a seminar. You have absentee landlords. I was talking to the Vice-Chancellor of the Delhi University the other day about absentee professors. Now, he might well turn round and ask me to add one more to the list of absentees—absentee Chairman. Thank you, very much indeed.

VOTE OF THANKS

C. D. DESHMUKH

Mr. Chairman, Ladies and Gentlemen : It is now my pleasant opportunity to give an expression of thanks on behalf of us, the sponsors of this seminar. In the first place, on behalf of all of you, I would tender thanks to our Chairman. And if the solicitude that he has displayed in regard to the seminar and its achievement is any guide, then I think the world would have to take a different view of these absentee organisations ! In him we have found an ally, who is both imaginative and understanding and who has a very definite sense of, if I may say so, the follow-up, and we may rest assured that we have not laboured in vain, merely by the fact that we have such a Chairman.

Whilst he has been absent, his place has been worthily taken by the co-Chairman, and the co-Chairman has received a very willing collaboration from the chairmen of the groups the various secretaries, and the rapporteurs of these groups, and our thanks are due to all of them. Without their labour at such critical stages we could not have achieved what, we have the Chairman's testimony, we have achieved. When we issued the invitations, we were not quite sure what reception they would get, and we are most gratified that various experts from foreign countries, not only accepted our invitation but have wholeheartedly worked all these four or five days that we have interned them in this India International Centre !

Our thanks therefore are specially due to them : Mr. Chinn and Prof. Rodgers, both Mr. and Mrs. : then Mr. and Mrs. Divers, Prof. Lady Williams and the Co-Chairman whom I have already thanked, Dr. Bertram Collins, and then the Director of the Asian Institute of Economic Development and Planning, Mr. P.S. Narayana Prasad.

Now apart from these, the countries addressed have also responded and have sent very helpful representatives from Ceylon, Afghanistan, Indonesia and Thailand. Then there are organisations also who have facilitated our work by participating in it, or by providing the requisite travel grants. I should like to make particular mention of Miss Ruby Pernell who is the social welfare attache of the American Embassy who has encouraged us by her presence and participation.

Then the Union Welfare ministries and departments and other agencies of State Governments have also responded to our invitation and our thanks are due to them, particulary to the social welfare Ministers of

Maharashtra. Madhya Pradesh, Mysore and Rajasthan, who personally attended some of the sessions. Some of their officials, like the Chief Secretary of Rajasthan, I can bear testimony, played a very active part indeed in our deliberations as an expert.

Then our thanks are due to the other experts from our own country as well as the seminar officers who have done a great deal of preparatory work for several weeks before the seminar and during the seminar. Just as a good report depends on a good questionnaire, a good seminar depends on good preparatory work. If your synopsis and other things are not right, if the choice of papers and topics are not right, then you can never hope to succeed in a seminar. And from what the Chairman has said, which, I hope reflects your views, I think this seminar would be regarded as a success, and would, I think, open out very wide and important vistas for follow-up work.

Then we are indebted to the all India voluntary organisations, who responded to our invitation. There is a very large number of them. The schools of social work, for instance have sent their representatives to participate in the seminar.

Then about regional bodies ; the Ecafe is represented by Mr. & Mrs. Divers and the Asian Institute of Economic Development and Planning is represented by the Director himself, and to our great delight and gratification he undertook this very onerous duty of heading the drafting team. And we have seen what a good job they have made of this in such a short time, almost in an unbelievably short interval of time.

Then the local agencies of the U.N. or their special agencies have also encouraged us by their presence—the ILO, the FAO the UNESCO, the UNICEF, the U.N. Technical Assistance Board, and the WHO. They all evinced interest in the theme of the seminar, and their representatives have participated in it.

Then our shanks are due to the Central Social Welfare Board and the UNESCO Regional centre for training educational planners. They have helped us in placing at our disposal some of the facilities like transport and so on, without which some of the technical part of our work or the logistics part of our work could not have been carried out.

And I should here take this opportunity of tendering the thanks of the India International Centre to the co-sponsoring bodies, namely the Indian Institue of Public Administration and the Association of Schools of Social work in India.

Then, lastly, we must come to those, without whose labour this seminar would not have borne any fruit, and they are the Secretariat of the Seminar. They have efficiently handled the work with teams of typists, stenographers mimeographers and messengers. They have done a willing and cheerful job of work. They have burnt the midnight oil, and have indeed shown that they have the spirit lamp of social administration. And I should like to make a special mention of Mr. M.P. Balakrishnan, who headed this team, as also of

Mr. N.H. Ramachandran, the Public Relations Officer of the Seminar for looking after the arrangements of all the participants. I do not include the Secretary of the I.I.C., who sort of hovered around all over the activities as a sort of guardian angel because I suppose it is a part of his duty, as it is a part of my duty to see that the seminar was a success. The hostel catering department have also to be thanked for their prompt service and satisfactory arrangements.

And finally, I thank any other person or individual whom I might have inadvertently left out.

Well, this brings our proceedings to an end, and thank you all.

SEMINAR REPORT

DRAFTING COMMITTEE

1.	Professor P. S. Narayana Prasad Director, Asian Institute for Economic Development and Planning, Bangkok.	—*Chairman*
2.	Dr. (Mrs.) Durgabai Deshmukh	—*Seminar Dirccor*
3.	Dr. J. F. Bulsara, Bombay	—*Member*
4.	Mr. S. T. Divers, U.N. Regional Consultant for Public Administration, ECAFE Bangkok.	,,
5.	Dr. J. N. Khosla, Director, Indian Institute of Public Administration, New Delhi.	,,
6.	Mr. W. H. Chinn, Social Development Adviser, Department of Technical Cooperation, United Kingdom.	,,
7.	Mrs. Barbara Rodgers University of Manchester	,,
8.	Dr. M. S. Gore, Director, Tata Institute of Social Sciences, Bombay.	,,
9.	Shri Sudershan Desai, Joint Secretary, F.I.C.C.I. New Delhi.	,,
10.	Shri P. D. Kulkarni, Assistant Chief (Social Welfare) Planning Commission, Government of India, New Delhi.	—*Secretary*

SEMINAR REPORT

The Seminar on Social Administration in Developing Countries was held in New Delhi from 16th to 21st March, 1964, under the joint auspices of the India International Centre, the Indian Institute of Public Administration and the Association of Schools of Social Work. Among nearly 150 participants, there were 15 experts from abroad, 12 representatives of the United Nations, Specialised Agencies and other International Organisations. Government of India's Ministries dealing with social services and the State Government Departments of Social Welfare were represented at the Seminar along with representatives of a large number of Voluntary Organisations from India.

2. The Seminar was inaugurated by Mr. P. B. Gajendragadkar. Chief Justice of India, under the presidentship of Dr. C. D. Deshmukh, President, India International Centre and Vice-Chancellor, University of Delhi. Prof. V.K.R.V. Rao, Member, Planning Commission of India, was the Seminar Chairman and Dr. (Mrs.) Durgabai Deshmukh was the Seminar Director. After the first plenary session at which Seminar Officers were elected and rules of procedure adopted, the Seminar divided itself into four groups as below to consider the following aspects of the theme :

Group I : Relative Roles of State and Voluntary Agencies in the organisation of Social Services—Chairman—Dr. J. F. Bulsara, Member Central Social Welfare Board, India.

Group II : Pattern of Social Administraion at the National, Provincial and Local Levels—Chairman—Mr. S. T. Divers, United Nations Regional Consultant for Public Administration ECAFE, Bangkok.

Group III : Status of Social Administration in relation to Public Administration — Chairman — Dr. J. N. Khosla, Director, Indian Institute of Public Administration, New Delhi.

Group IV : International Assistance and Regional Co-operation in the development of Social Administration—Chairman—Mr. W. H. Chinn, Social Development Adviser, Department of Technical Cooperation, U.K.

3. At the end of their deliberations, the Groups drew up reports which were consolidated by a Drafting Committee appointed by the Seminar. The following report prepared by the Drafting Committee was adopted at the concluding plenary session of the Seminar. It represents the consensus of views but each participant is not necessarily committed to the Report in its entirety.

On the 19th March, 1964 the Seminar was addressed by Mr. Asoka Mehta, Deputy Chairman, Planning Commission, at a special plenary session. The text of his speech is printed in full separately in the report.

4. Inaugurating the Seminar, the Chief Justice of India, said :

> "...In its social aspect, public administration has in substance now become a branch of social service and as such it is a revolutionary instrument of the State...In order that social administration should succeed it is of utmost importance that our sense of values must be radically and fundamentally changed...The goal of welfare can be achieved only if legislative policies are wise and comprehensive and social administration is honest, incorruptible, ruthelessly efficient and fully responsive to the challenge of the times".

The Seminar is in agreement with the views of the Chief Justice and feels that the time has come when it is necessary to take stock of the problems of administration of social development and planning with a view to formulating guidelines for policy in developing countries.

Definition and Pattern of Social Administration :

5. Social administration may be defined in various ways. One definition which commends itself to the participants in the Seminar is as follows :

> "Social administration is that part of administration which provides and operates services leading to the removal of prevailing disabilities and to the creation of opportunities for the well-being of individuals and families in the community".

This definition covers both the broader and narrower aspects of public and social administration. It is recognised that public administration, as a process and a service, aids and helps social administration.

6. In the view of the Seminar, patterns of social administration in the countries for which information is available has the following common characteristics :

(a) No provision exists at any level for established procedure for taking an unified view of the entire range of social services with due regard to other objectives of national development policy ;

(b) Education and Health are always established social services and have separate Ministries to administer them, other social services and social welfare services are usually spread over various Ministries/Departments and the groupings differ from country to country. Social Welfare Services depend considerably on general administrators for the implementation of programmes ;

(c) Machinery for implementing social services and especially social welfare services and as also for evaluation is inadequate ;

(d) Demarcation of responsibilities at national, state and local levels and the extent of decentralisation of administration are uneven both as between countries and within the same country.

7. Some of these problems and difficulties, in the view of the Seminar, are due to :

(a) the lack of a clear social policy and the gaps in legislation and programmes ;

(b) the dispersal of services and the inadequate means for co-operation and co-ordination ; and

(c) the hierarchical organisations and bureaucratic procedures in the administration.

8. In most countries, developing and advanced, the dispersal of services is a common feature, more so in the federal States. Even in the unitary States, there is a dispersal of functions among various departments at the national and local levels and this leads to gaps and duplication in services and functions at different levels. Attempts are being made to bring about the much needed co-ordination, but so far without much success.

9. The Seminar appreciated that the hierarchical framework of any organisation cannot altogether be dispensed with, but where departments and their personnel come into contact with people in rendering services, the traditional hierarchical status does not encourage the efficient provision of such services. Similarly, the existing accounting, auditing and reporting procedures also tend to impede the efficient rendering of services.

Policy for Social Planning and Machinery for Implementation

10. In the view of the Seminar the need, therefore, exists, first, for the enunciation of a clear policy on social administration and, second, co-ordination of all efforts of the State and the voluntary agencies as well as assistance from the Inter-national agencies so as to make optimum use of available resources in manpower and finance in achieving the objectives of such a social policy. A national policy for social development and planning should be formulated jointly by the federal, state and local Governments together with voluntary organisations. A comprehensive statement of policy for all sectors of social services, *i.e.* health, education, housing community development, labour welfare, social security, etc. should be promulgated as part of national development plans irrespective of any general authoritative statements which might appear elsewhere, as for example in the Constitution. Steps should be taken from plan to plan to ensure that consideration is given to expression of needs by each of these groups and in respect of each of these programmes.

11. Considering the importance of a well-defined policy for social development and administration, suggestions have been made that this subject should be handled by a separate Ministry in each Government and that it should be coordinated by a Committee of the Cabinet involving the Ministries that have a role in the formulation and execution of such a policy and, no doubt, other suggestions could also be considered such as that it should be handled by a Deputy Prime Minister. While each of these suggestions might commend itself to different countries in the light of their respective problems and administrative convenience, the Seminar, as a whole, feels that a separate wing of the national planning organisation should be set up, to deal with all sectors of social planning which will invite the cooperation of voluntary organisations and international agencies.

12. In the view of the Seminar, it is of the utmost importance that the people must get a full sense of participation in the planning and implementation of all forms of community services. Also the social service administration should become an integral part of public administration at various levels. Government should operate on the basis of a policy of developing or entrusting progressively more and more responsibilities for local services and particularly social services, to the local authorities and voluntary organisations in order to ensure full participation by the people.

13. In the organisation of such extensive participation by the community in the field of social development, the voluntary agencies should be given an adequate role to play side by side with the government agencies at all levels. The State and the community are equal partners in the common enterprise of achieving maximum social well being, and this is equally true even where the services are organised to meet even a statutory responsibility. Such cooperation in the meeting of social needs will make for better results, improved services and greater satisfaction. The agencies of the State and the voluntary organisations, no less than the agencies of the State, ought to participate in policy making and these should, therefore, share as partners, the responsibilities at the level of implementation.

The Respective Roles of State and Voluntary Agencies.

14. Thinking along these lines, the Seminar suggests that the spheres of social action suited to each type of agency may be considered as in the following categories, although the division is suggestive and pragmatic consideration should decide the relative roles. The following services can be within the competence of voluntary agencies:

(a) Organising and operating social welfare programmes ;

(b) Perceiving and publicising the changing social needs of a community ;

(c) Creating public opinion in favour of progressive social legislation ;

(d) Pioneering new services which statutory authorities are slow in recognising ;

(e) Experimenting with new techniques in bringing about changes in traditional attitudes or in organising social services ;

(f) Stimulating civic consciousness and public participation and enlisting voluntary assistance to improve state or voluntary social services.

15. The following activities fall more appropriately within the purview of state agencies :

(a) Enacting and enforcing legislation on social issues after suitable preparation.

(b) Implementing a nation-wide or large-scale grants-in-aid programme, supplementing and strengthening, rather than substituting or replacing voluntary endeavour.

(In countries where voluntary agencies are not well-developed, there is need to strengthen them with financial and technical assistance to render effective services).

(c) Regulating social services and social service institutions organised by voluntary agencies, such as licensing of welfare institutions ensuring minimum standards of service, and preventing exploitation of the weaker sections of the community.

(d) Providing services of a custodial-protective nature such as correctional administration in juvenile institutions and jails.

(e) Enforcing legislation and providing field services in connection therewith, as in the case of Suppression of Immoral Traffic Act, Children's Act, etc.

(f) Promoting services of a statutory nature entailing a nation-wide coverage, such as education, health, labour protection, social security services, etc.

(g) Sponsoring and promoting the widest possible creation of community consciousness and voluntary action as a measure of promoting democratic processes.

16. The voluntary agencies have a greater part to play in countries which are heavily over-populated and in which all mobilisable resources are already earmarked for sectors promoting economic growth. It is most important because many services which are necessary for social well-being could not be provided if reliance were placed entirely on financial resources. The more over-populated a country is in relation to its resources, the more obvious should be the need for stimulating voluntary effort to supplement the needs of social development.

17. Voluntary agencies include those small local groups with open membership and democratic function, as well as those with a larger regional or

national coverage. Voluntary agencies would have various patterns of administration according to their size, history, development and functions. It would be difficult to lay down a uniform pattern, but it may be stated briefly that they should be democrate in functioning and should be based on the principle of full participation and consultation in the management. The establishment of local institutions like the Panchayats does not take away the need for voluntary agencies, in fact they might become all the more necessary. The Panchayats are in themselves the local government and are therefore no substitute for voluntary agencies.

Voluntary Agencies and Public Administration

18. In our fast changing environment, as indeed generally, public administration must not be rigidly bound by rules and regulations, but ought to be flexible and must be able speedily to find appropriate solutions, to the changing problems. This is all the more necessary in the field of social affairs and particularly in relation to the voluntary agencies. It might be advantageous to consider a greater decentralisation, devolution and delegation of authority, simplification of existing rules and procedures and integration of different functions wherever possible. It will require revision in the concept of supervision from the mere giving of orders to more active help and guidance and the utilisation of voluntary workers at all levels of administration.

19. It is also important to bring about a change of attitudes towards the social worker, who, in the main, is motivated by the highest considerations of service to the community. This attitude should not be coloured by status consciousness and the social service departments should receive their due recognition. An official who stands aloof and on his dignity, and is unable to meet the members of the community on a place of equality and friendliness, would be an inadequate instrument of social policy. Senior posts in welfare departments are often filled by persons with a traditional training in administration, which does not encourage them to work with the people. Social Administration involves a two way flow of ideas and responses, the administration and the people reacting on each other in the framing and execution of programmes. On the whole, the lack of an integrated structure and a recognised cadre stand in the way of getting a proper place for the social administrator in the hierarchy of administration.

Registration and Recognition of Voluntary Agencies

20. In the interests of efficiency, all voluntary agencies need to be registered and the statutory provisions regarding the furnishing of accounts, reports and other requirements of accountability need to be enforced. Periodic reports containing relevant factual and statistical information to be published would be of value to the voluntary agencies working in various fields. The relevant legislation could with advantage provide, as is apparently the case in some countries, some system of recognition of voluntary agencies, accrediting an agency for collecting funds from the public or

sending out appeals for funds. Government should devise some methods of recognising voluntary bodies.

21. It is also necessary that there should be a fuller appreciation and acceptance by social administrators and social workers that social services have to be administered within a legal frame-work, which procedures cannot wholly be given up or disregarded. The pattern of social administration should ensure speed and efficiency with due regard to the principle of public accountability.

Cooperation and Coordination

22. Social work being directed towards social well-being, every agency, statutory or voluntary, should welcome cooperation between sister agencies working in the same field of services or geographical area. The formation of councils of social services at various levels might well promote such cooperation and coordination. Such a council could perform functions such as (a) discuss problems of common interest and find solutions, (b) make concerted representation to planning and other authorities, (c) offer agreed opinion on social problems and measures, (d) help promote new social legislation, and (e) pool resources.

Grant-giving bodies should help voluntary agencies in the same service field or in a contiguous area to come together periodicaliy and deliberate upon problems of common interest.

23. It has also been the experience for long that social work agencies have not been effectively organised for concerted action. To give an effective lead on social matters, welfare agencies need to organise themselves vertically or service-wise, and horizontally or area or region-wise. As far as possible, these coordinating agencies should be linked right up from the smallest local unit through the regional to national level. This would give them the strength of union to speak with authority. Such an organisation, if manned with a properly trained full-time worker, would be able to achieve substantial results.

24. The Seminar emphasised the need for greater coordination in the formulation and implementation of aid programmes both by the aid giving agencies and by the aid receiving countries. Coordination between and among the agencies was difficult in as much as the various aid giving agencies have their own policies, procedures as well as methods and fields of operation. In order to bring about greater coordination the seminar felt that steps should be taken to encourage fuller exchange of information between the aid giving agencies. In this task the United Nations regional aad country offices should also give assistance. The aid receiving country should effect coordination within the country between the various agencies giving aid. Therefore a coordinating commitee should be set up by the government concerned including representatives of voluntary agencies.

There is also need for the coordination of effort between the adminis-

trators, the professional functionaries including field workers and programme operators and the social scientists so as to make possible the respective contributions to the proper development of social policy and administration. It is necessary to bring them together in seminars, conferences and discussion groups, but more than that through an exchange of personnel between the administration, universities and other academic bodies.

Personnel policies for Voluntary Agencies

25. The service conditions of the personnel employed in Social Administration should be regarded as important. It is true that social workers were imbued with missionary zeal to work for voluntary organisations and some of them offered their services for little or no payment. But it is necessary for the majority of wholetime salaried executives of voluntary organisations to be assured of (a) security of tenure, (b) emoluments for lower-grade staff to be at comparable rates with corresponding jobs elsewhere, and (c) where possible, to provide provident fund, medical aid and other facilities or other provisions.

26. Honorary and salaried workers in a voluntary organisation are complementary and there is no reason to suppose that acceptance of payment and dedication cannot go together, The voluntary organisation provides the proper auspices under which a sense of partnership between all workers whether honorary or otherwise, could best be fostered.

There is in every small or large community a sizeable reservoir of volunteer workers. This reservoir of volunteers has not been adequately tapped, nor used to optimum advantage. A systematic survey of the fields in which volunteers are required needs to be made. A Volunteer Bureau properly organised and adequately staffed, could undertake such a survey, prepare a register of voluntary workers, and develop opportunities for the most effective use of such volunteer services. Such a Bureau can also help in supplementing community services. A further source of volunteer service is the young student who is studying or has left high school, who at this impressionable age could be given on opportunity of experiencing voluntary service which is creative and disciplined.

27. It would appear to be appropriate to consider a separate cadre of social welfare administrators and functionaries at different levels, Central State and local. It would be desirable (*i*) to define requirements on jobs in social work ; (ii) to frame rules on the basis of job descriptions ; (*iii*) to provide training and orientation facilities for specific jobs at post-graduate and under-graduate level ; (*iv*) to organise inservice training for those who are not trained already but form a part of the cadre ; (*v*) to increase social administration content in the training course provided at the departments and institutes of public administration ; and (*vi*) to establish courses also at under-graduate level in social work and introduce intensive courses of social administration at the post-graduate level. Since professional knowledge was considered essential for a proper development of social/welfare policy and its efficient implementation, it was further recommended that the

director should be assisted by an administrator, in order that professionally competent persons may be relieved of certain administrative duties. It was agreed that the Secretary of a department may ordinarily be a generalist-administrator, with proper orientation. It should be possible for the professional head of a department to reach the position of a Secretary.

Training and Orientation

28. Training of social workers of various categories and at different levels is carried on either by statutory agencies or voluntary organisations. It is carried on through training centres or institutions and on-the-job or in-service training. Training is very important for the all-round effectiveness of services at the field supervisory, administrative, policy-making and planning levels. From the discussion of the relative roles of state and voluntary agencies in the area of training, the following points emerged :

(*a*) If the training programme is of a long-range nature and the personnel is to be employed on a permanent basis, the training institutions should not be of an *ad hoc* nature, or controlled exclusively by the department concerned with the employment of the trainees. They should be fitted into the over-all educational system of the country. The standards of training and other requirements should be regulated by a proper educational authority, or a duly constituted professional body such as a Council of Social Work Education.

(*b*) As regards the training of full-time paid workers employed by voluntary or statutory agencies, this should be done by properly established and staffed educational institutions.

(*c*) There is need to provide orientation for all voluntary workers either at the field, management or policy-making level. Short-term orientation of voluntary workers, Board or Committee members and like personnel as well as in-service training may be done by larger organised voluntary agencies with the assistance of the schools of social work according to the varying requirements of the agencies concerned. It is necessary to orient the attitudes of the policy makers, planners and top administrators and members of local bodies as also political workers towards understanding the significance of social services, not merely as hand maids of economic development, but as valuable in them-selves—for building up human resources, for bringing about social change.

(*d*) Seminars with participants drawn from voluntary and state agencies to discuss the areas of cooperation could help towards better understanding between the two categories of workers.

(*e*) Training of workers costs considerable sums of money. In order that such expenditure is not wasted and trainees do not meet with frustration, there should be adequate survey of needs and follow up after training to see that trained workers are given appropriate placement. Where stipends for

maintenance are provided during training, this precaution for appropriate placement becomes all the more imperative.

(*f*) Training facilities available in training institutions, state or voluntary, should be utilised to the full in each course. If a full complement of candidates cannot be found from the agency sponsoring the training, opportunities be given to other suitable candidates drawn from other agencies by some mutual arrangement regarding sharing of costs, etc.

(*g*) When simpler orientation has to be provided over a short period for such work as recreational guidance, hospital or home visiting, smaller voluntary organisations can band themselves together to provide the training.

29. It is also important that the initial training of a social worker should be within the workers' own country. However, if facilities for training within the country are lacking, it is preferable to send students for training to countries within the region or to other countries with similar social conditions. The Seminar considered that training in the social welfare field is the most important aspect of technical assistance. For social work education and training, the following types of aid may be recognised as important.

(1) Provision of personnel : Teaching staffs to schools of social work, universities and other social work training institutions at every level. Specialists in various social work fields in service training.

(2) Books, journals and teaching aids.

(3) Assistance in the provision of physical plants and facilities.

(4) Training abroad : Scholarships, travel grants, provision of special courses, programmes of observation, regular professional training at higher levels.

30. Attention needs to be given to the following :

(1) Interchange of professional personnel in the field of training should be sought on a regional basis as well as on international basis.

(2) The selection of countries for observation study/programmes should take into consideration the potential value of combining observations of programmes in countries with more advanced levels of social welfare programmes with those of countries with conditions more similar to the student's own.

(3) Training in a more highly developed country should be in the broad field of social policies and social administration and not primarily in specific social work techniques.

(4) Since training programmes abroad present many problems for the students and the training agency, these problems need to be anticipated and realistically planned for, if the student is to make the most effective use of the experience.

Especially noted were the following :

(a) The candidate needs to be intellectually capable and sufficiently experienced for the level of programme he is to undertake.

(b) Goal of training abroad should be clear, taking into consideration the various types of training available in different countries.

(c) The training programmes in different countries lead to varying credentials and the value attached to them. It is important that it be not assumed that a course leading to a degree is invariably superior to one with other qualifications.

31. The training needs of social workers associated with voluntary agencies do not at present get the attention they deserve, as usually only governmental personnel are selected for scholarships. The U.N. Regional Training Institutions and other such institutions are usually confined to government sponsored trainees. They should include the voluntary social workers also who should be enabled financially to join such institution.

32. It is important that under regional training schemes where governments offer a number of scholarships in various discipiines, a portion of these should be earmarked for the social welfare field. It is hoped that the new Asian Institute for Economic Development and Planning will include in its training programmes provision for social planning.

33. For purposes of improving the quality of social services offered by welfare agencies, as also for seeing that the grants given to them are put to optimum use, a competent counselling service is highly desirable at the present stage of social development in developing countries. Such a service could be provided by national voluntary organisations with several branches or affiliated agencies, as also by statutory agencies like the departments of social welfare, in India, also by the Central Social Welfare Board, and Social Welfare Advisory Boards in the States. Grant-giving bodies could provide such counselling Service on a regional basis and offer it to all those agencies, grant-aided or not, who request for it. The service should be composed of qualified, trained and experieneed personnel.

Research and Evaluation

34. When planning is done on a country-wide scale and embraces several aspects of social services, surveys and research become necessary to determine social needs and priorities. Such studies would also prove useful to social service agencies working in various fields to determine their priorities and formulate their programmes. Research cells in larger social service departments of government and statutory and voluntary agencies need to be established for collecting, processing, analysing and interpreting the data and information in their respective fields of activity. Grant-giving bodies should help voluntary agencies in the work of keeping records of their acti-

vities systematic and accurate so that the reports and data furnished by them could be utilised for purposes of research. Schools of social work, research organisations and University departments can cooperate in organising a clearing house of information and grant-giving bodies can also help in such coordination. In this context the possibility of the inter-disciplinary approach should also be explored.

35. It was also felt that the approach developed by such leaders as Gandhiji, Tagore and Danilo Dolci for mass communication and for evoking public response, enthusiasm and cooperation should be studied and examined in terms of their use and applicability by social administrators.

36. Periodic evaluation is essential to test the efficacy of social services provided by statutory and voluntary agencies and for improving the methods and techniques employed. Internal assessment and evaluation should be a regular feature especially in the larger statutory and voluntary agencies and grant-giving bodies. External or independent evaluation would prove useful and should be provided for periodically. Schools of social work, professional social workers, university departments, experts and workers of long experience could help voluntary and statutory agencies in carrying out impartial evaluation.

37. At the international level there is need to increase competent research in the region on social problems and social policies. The Seminar recommends that further comparative studies on social conditions should be undertaken and there should be better sharing of research findings within the region. In this task, international agencies should make provision for training personnel in the research methodology and evaluation techniques.

Finding additional financial resources for social services

38. There are, in some parts of the region, charity trusts and religious endowments which have large funds, properties and grounds. The income is not always fully utilised for the original purpose of the trusts, and sometimes surpluses accumulate. It is, therefore, necessary to see that these resources are better utilised for providing social services to the community. The legislation should, therefore, be given liberal interpretation, suitable to the progressive spirit of the times. Inventories of all such endowments need to be made for the above purpose. Whereas the principle of substantial grants from public revenues in promoting social services has been accepted, every effort should be made to explore fresh avenues for fund raising. This is essential to foster the spirit of self-help among local communities and to make them self-reliant. In this connection it was suggested that the community chest idea should be considered.

International Cooperation in Social Administration

39. The Seminar reviewed the different sources and forms of external aid available to the region including inter-governmental aid, regional technical

assistance schemes and aid from trusts, foundations and religious and voluntary organisations with inter-national or foreign based headquarters. The scope of intra-regional cooperation in the field of social welfare should be extended. It was felt that external aid in the field of social development was inadequate in terms of requirements and more aid was essential for reaching an equitable balance between social and economic development.

40. For effective utilisation of aid, it should be directed for specific periods and programmes ; it was necessary that the receiving country should acquire and develop local resources to ensure the continuity of the programmes. It was also necessary that adequate orientation is given to consultants and experts from abroad.

41. The Seminar realised that such aid has to be undertaken under contract between governments or with the agreement of governments. While this was inevitable, it created special problems for voluntary social service organisations anxious to obtain aid in this field since their potentialities and needs are overlooked in the bureaucratic process. Some means should be found for associating voluntary organisations in the formulation and direction of technical assistance programmes. The Seminar recommends that in each country in the region, there should be a coordinating body for the collection and dissemination of information on aid programmes. Such a body would associate the bonafide voluntary organisations with governmental processes for requesting aid in the social field. This could be achieved through a Council of Social Services on which Government is represented.

WORKING PAPERS

AND

OTHER BACKGROUND PAPERS

SYNOPSIS/OUTLINE IN RESPECT OF

(I) The Relative Roles of State and Voluntary Agencies in the Organisation of Social Services.

by

Group 1

Dr. K.V. Sridharan
Executive Secretary
Cleveland International Programme
New Delhi.

(II) Patterns of Social/Welfare Administration at the National, Provincial and Local Levels.

by

Group 2

Sri P.D. Kulkarni
Asst. Chief (Social Welfare)
Planning Commission
New Delhi.

(III) Status of Social Administration in relation to Public Administration.

by

Group 3

Prof. V. Jagannadham
Indian Institute of Public Administration,
New Delhi.

(IV) International Cooperation in the development of Social/Welfare Administration.

by

Group 4

Sri G.V. Subba Rao
Senior Planning Officer (Asia)
UNICEF
New Delhi.

GROUP 1

THE RELATIVE ROLES OF STATE AND VOLUNTARY AGENCIES IN THE ORGANIZATION OF SOCIAL SERVICES

The extent of organised social services available in the developing nations.

Welfare aims and their implementation.

The role of State and voluntary agencies in the context of socio-economic development.

Socio-cultural factors determining the role of State and Voluntary agencies.

Constitutional provisions and their implications.

The implications of a steadily expanding role of State agencies for voluntary welfare activities.

The role of voluntary agencies under a planned system of welfare.

Financial, organisational and administrative problems.

The training and recruitment systems available in the developing nations; general attitude towards trained social workers.

Prevention of rigidities in the operation of State and Voluntary agencies.

Problems of coordination :

(1) Between State and Voluntary agencies,

and

(2) Within the Voluntary agencies.

GROUP 2

PATTERNS OF SOCIAL WELFARE ADMINISTRATION AT THE NATIONAL PROVINCIAL AND LOCAL LEVELS

Each national paper might, at the outset, specify whether there are any provisions in their respective Constitutions regarding the distribution of social welfare subjects at various levels of administration. If so, whether social welfare features in this distribution in its total concept or whether the lists mention social welfare subjects severally at different levels. It may also be mentioned whether the constitutional provisions in the matter of the administrative agency for social welfare are obligatory or directional. A brief review could follow to indicate the extent to which these provisions have been implemented in practice. Reasons for gaps or inadequacies may also be pointed out.

The extent to which social welfare administration has emerged as a distinct and separate entity at various levels. That is, whether there are independent Ministries in charge of social welfare (or whatever is considered its national equivalent) or whether they are departments as parts of other Ministries dealing with social services like Education, Health, etc. Alternatively, there might be cases in which social welfare subjects are handled by Ministries or departments which do not have any separate units for social welfare. Any significant trends in terms of new groupings of subjects under single specific portfolios might be indicated. Correspondingly it may also be pointed out whether development plans, if any, and the normal budgets provide for social and social welfare services as distinct entities or whether they are merged with other major heads of development/ expenditure.

Where there is some measure of dispersal of social and welfare services, the machinery and procedure provided for coordination may also be outlined.

Some information may be given as to the pattern of groupings and/or dispersal of social and welfare subjects at the provincial levels. The similarities and contrasts in the patterns in different administrations may be brought out. The reasons for differences may also be indicated. In case, there are wide differences between provinces, it may also be made clear as to how these correlate with the patterns prevailing at the Centre on the one hand and at the local levels on the other.

At the local level the differences between urban and rural local self-governments may be indicated. It will also be worthwhile stating to what extent local bodies find the required finance from their own revenues and from grants from higher levels. If there are any trends towards fixation of specific responsibilities both in terms of revenue collection and expenditure from the higher to the lower authorities, those may also be mentioned.

The variety of patterns prevailing among different local bodies could be touched upon.

The links to ensure administrative supervision and superior technical guidance from the higher to the lower levels may be described and some assessment of how they actually function in practice may also be made.

The efficacy of channels of communication between successive levels may be commented upon particularly to bring out whether the policy as framed at the national level is fully and faithfully reflected in operation at the lower levels.

A chart giving the structural and functional outlines of social and social welfare administration in the country could be attached with advantage.

GROUP 3

STATUS OF SOCIAL ADMINISTRATION IN RELATION TO PUBLIC ADMINISTRATION

(I) Definition of the terms : Status, public and social administration.

(II) A descriptive account of the scope of the subject under three major heads :

(1) historical (2) present (3) emerging

(III) The dynamic and relative roles of public and social administration :

(a) public administration is the index of the vitality of community' organisation

(b) the POSD CORB elements of public administration are the foundation of all organised activity,

(c) differential aspects of social administration from the traditional public administration

the participation of the public administrators to work with the public in the administration of community services like health, education and housing ; social security services like insurance, assistance and grants and social welfare services like the services for the destitutes, disabled, delinquents, drink and drug addicts etc.

(d) The special requirements of the expanding functions of social administration are :

(1) human relations approach

(2) case work, group work and community organisation, social survey and research

(3) coordinate, partnership and agency relations with voluntary organisations

(e) The two specific and limited areas of social administration

(1) administration of social legislation in the fields of social services, social security and social welfare

(2) administration of public social agencies

(IV) The integrated roles of public and social administration :

(1) Community organisation for freedom, prosperity and welfare

(2) to keep the wheels of community life moving to adapt itself to the changing conditions and values

(3) to afford opportunities for each individual to realise the best one is capable of.

(V) Barriers of integration of public and social administration

(a) hang over of the traditional predominance of the Finance and Home (Law and order and establishment) Departments over Service Departments like Education, Health, etc.

(b) imperfect and inadequate training of public servants as social service functionaries

(c) the friction of traditional organisation and systems, hierarchies and motivations in the administration to pave the way for adaptation to the goal of welfare state and Sarvodaya society.

(d) the present transitional period reflects the twilight aspect of the decline of the dominance of the traditional public administration or rather its transformation into social administration appropriate for the emerging industrial-urban society and welfare State.

(VI) Channels of Integration

(a) organisational changes

(b) modification of procedures

(c) training in techniques

(d) inculcation of professional motivations and attitudes.

GROUP 4

INTERNATIONAL COOPERATION IN THE DEVELOPMENT OF SOCIAL/WELFARE ADMINISTRATION

The battle for development has to be fought on many fronts—one of the most important being the administrative front. The administrative framework of the newly developing countries has been governed, for various reasons, more by considerations of law and order and stability than by considerations of economic and social development. The question is how to reshape the administrative traditions from those evolved in colonial times with its accent on stability to more democratic forms responding to the needs and challenges of economic and social development.

One of the problems faced by the developing countries is the tendency for either excessive centralisation or excessive compartmentalisation. Excessive centralisation is traceable not only to their colonial heritages but may be considered by some to be in line with central planning ; while planning could be a centralised process, administration need not be centralised. In fact the democratisation of the political structures of the newly developing countries has a necessary corollary in the promotion of decentralised administrative structure particularly in the social field. The question here is how best to combine centralised planning with decentralised administration and implementation, particularly for social services.

In countries which have succeeded in breaking away from centralised political and administrative structures and which are on the threshold of developing 'new frontiers of development, there has been some tendency for excessive compartmentalisation in so far as individual sectorial developments are concerned, resulting in a somewhat narrow departmental approach to development which by its very nature is an integrated effort and not a purely departmental concept. Excessive departmentalisation may result in the fractionalisation of efforts and the blurring of concepts and vision.

The experience of international assistance is that the absorptive capacity for development assistance is conditioned by the nature of its administration, among other factors. Countries with a conservative tradition of centralised administration designed for the maintenance of law and order have hardly been able to absorb assistance for economic and social development. On the other hand, countries with administrative structure marked by excessive compartmentalisation have been more busy cutting the "red tape" and lines of

bureaucratic control than concerning themselves with the real problems of economic and social development. Thus a properly balanced public administrative system is one of the prerequisites for economic and social development and certainly a necessary prerequisite for the absorption of external assistance.

In the field of social welfare administration the problem of development reorientation is perhaps more pressing than in other fields. Here the administrators have to come face to face with 'human' problems as opposed to production and other material problems in the economic field. The limitation of financial resources is more acutely felt in the social sector. While the contribution of self-help and voluntary efforts is significant in the social field, policy makers understandably place emphasis in the early stages of development, on immediately productive types of development projects, giving somewhat lower preference to the social sector. Resources being limited, the social sector is squeezed out of funds whenever cuts and economics in governmental expenditure have to be implemented. Thus the margin of funds available for social development purposes becomes rather exiguous. Secondly, it tends to fluctuate violently in relation to the fluctuations in the 'state-fisc' with its competing demands for economic development or non-developmental expenditures. It is well known that the value that one should attach to the pursuit of social services varies proportionately with the length of time perspective that one has in planning the development of human capital of the country. However, the day-to-day preoccupations of the administrators and the policy makers with directly and immediately productive projects tend to result in the shrinkage of attention to the social sector. It is here that international assistance can play a crucial role. It should enable national governments to maintain a minimum level of social service and thus maintain and improve the human capital assets in the economy. International assistance can be a factor in correcting the inherent short-term bias of national plans for immediately productive types of projects, sometimes to the detriment of desirable investments in 'human' capital which enhance the long-term growth potential of the economy and society.

The role of international agencies in the promotion of social welfare administration has been at least six-fold:

(1) *Clearing House of information on experience in national administration*: International assistance has played a significant role in bringing together the experience of social welfare development in various countries at different states of development and in different strands of societies. This aspect has found expression in numerous seminars, publications and studies brought out by the international agencies. The lessons of national experience have been brought to bear to this solution for the emerging problems of social welfare development in the developing countries.

(2) *Support to training and training institutions*: Lack of trained personnel has been the key bottleneck in the administration of social development programmes. This has been recognised in the UN through the technical assistance administration which seeks to provide in various ways assistance to training in various social fields.

The development of regional or country-wide administrative training institutions has been a field of international assistance. International assistance by its very nature cannot percolate to the various levels of the bottom layers of the administrative hierarchy. It is, therefore, concentrated on the apex training institutions where senior administrators and policy-makers would be oriented towards better administration in economic development. In the training of planners and administrators, the UN Special Fund has been active in promoting the establishment of regional economic and social development in institutions.

(3) *Technical Advisory Services* : The UN agencies have also provided a number of technical advisory services in accordance with the needs of the recipient countries. Experts from different countries with specialised knowledge have been able to contribute to the fields which are yet new in the developing countries.

(4) *Special Administrative Support* : In cases where there have been withdrawals of expatriate administrative personnel after achievement of independence in some of the newly developing countries, the UN system has forged a concept of *OPEX or operational and executive personnel.* This arrangement facilitates the actual detailing of international expert personnel to man senior administrative and technical posts in the recipient country. This has been used as an important element of top level administration in less developing countries of Africa.

International cooperation has been most significant in the field of information and study of social development problems. The experiences of different countries have been gathered, discussed and disseminated through seminars, study tours and publications.

(5) *Assistance to Pilot Social Projects.* International technical assistance in the fields of training has often stimulated a number of projects of social significance. However, the catalytic effect of such technical assistance has been limited in view of the paucity of financial, manpower and material resources in the recipient countries. The form of assistance most useful in this respect has been towards pilot projects which carry the operationally meaningful development to the field. Considering that the financial resources of international organizations are limited, this has been the best form of practical assistance.

The implementation of realistic projects of development on a 'pilot' scale such as : applied nutrition, integrated child welfare, vocational training, rural health services, etc., have revealed lessons of great value for wider extension of such projects. As trained personnel and financial resources became available in larger measure in the recipient countries, these projects lay the foundation for geographical coverage and extension.

(6) *Evaluation Studies* : It has been the view of international agencies that evaluation should become a built-in feature of 'pilot' projects as well as of extension projects in general. This view has the support of many individual

countries. In this connection it may be noted that the procedures for the evaluation of the community development programme have been well worked out in India.

International agencies have generally expressed their willingness to promote efforts on built-in planning-cum-evaluation as an integral part of project planning and implementation. They have supported such evaluation studies in different fields including projects in the field of Social Development. The UNICEF assisted Applied Nutrition Programme in India has contained provisions for assistance to the conduct of baseline-cum-evaluation surveys for practical applied nutrition projects in various parts of India.

GROUP 1/1

RELATIVE ROLES OF STATE AND VOLUNTARY AGENCIES IN THE ORGANISATION OF SOCIAL SERVICES

M.S. GORE

The question "What are the respective roles of state and voluntary agencies in the organisation of social services ?" is indicative of a change that has come over the field of social services. Barely a century ago, most states in Western Europe, accepted no responsibility even for provision of public health facilities. In Britain, it was only after the submission of the Royal Commission Report on Sanitary Conditions in Large Towns (1844) that even sanitation and water supply were included in the list of functions to be discharged by local self-government. It was also not till the early twentieth century that the responsibility for universal primary education was accepted by the government. At the time when these services were being developed, the volunteer leaders in the community were urging the state to take over the responsibility for providing them and the attitude of the state was to regard those services as a responsibility of individual members of the local community. In this area as in others, the dominant philosophy of the time emphasised "free competition" between individuals and a certain passivity on the part of government. In a society based ostensibly upon free competition welfare services, *i.e.*, services oriented to the weaker sections of the population, became a responsibility of individual citizens who were sensitive to their suffering. The functions of the state were largely limited to maintenance of law and order. They did not cover the provision of special services to compensate for individual handicaps so that the competition would be fair or for ensuring that those who were left behind in the competition were still cared for. Such services when provided were based upon sentiments of charity and philanthropy, not upon the recognition of the individual's right to opportunities for growth. The proper auspices for the provision of such 'compassionate' services were provided by voluntary agencies.

2. The progress of the socialist ideology, the great work done by social workers in urban slums, the ravages of the Second World War brought about many changes in the philosophy relating to social services. Even prior to the World War, the concept of free unbridled competition had been modified and the need for equality of opportunities accepted. It had been conceded that legal

and political equality were not enough to ensure fair competition. 'Equality' was interpreted to mean at least equality of opportunity in education. The concept of free competition has tended to be abandoned and replaced by the principle of social justice. With this new concept, the functions of the state can no longer be restricted to those of being a fair umpire between competing individuals but extend to the provision of maximum opportunities for growth for all citizens. The many welfare services and the systems of social security and social insurance are a natural corollary to the acceptance of this new responsibility.

3. The question of the relative roles of state and voluntary agencies in the organisation of social services takes on a new meaning in this context. It is no longer the problem of how voluntary leaders may best persuade state agencies to take on a new or additional responsibility. It is now a problem of demarcating the respective areas of operation of the state and voluntary agencies in such a way that the two can make their characteristic contribution to the development of the necessary services. Voluntary and state agencies must now recognize their essential interdependence instead of taking futile postures of mutual rivalry. Many efforts have been made to point out the special value that attaches to voluntary effort and voluntary leadership. Lord Beveridge's excellent statement on the subject of *Voluntary Action* pinpoints many of the issues and argues the need for voluntary action in a democratic society.

4. In many of the countries of this region, comprehensive systems of social security have yet to develop. Also, the problems of social welfare are so vast that the danger of duplication between state and voluntary services is not very real. Yet, if the need for a demarcation of the respective roles of the two types of agencies has arisen it is because the two agencies are often competing for the same financial resources. These resources are limited and, usually held by government. Where the voluntary agencies are not independently able to raise all their resources they cannot afford to be indifferent to governmental policies. The alternatives in this situation seem to lie between services directly managed and financed by the state and services managed by voluntary bodies and largely aided by the state. Where the state and the voluntary agencies have to work jointly and share in the same resources, the need for a clear demarcation of their respective functions is all the more great. It is the purpose of this paper to attempt to delineate these respective areas.

The Characteristic Contributions of Voluntary and State Agencies

5. One function that belongs to lay leaders as different from leaders in the government is the function of perceiving new needs and interpreting them to the community. It is natural that the government and its officers should concentrate their efforts on problems which are already known and on services to meet them. It is for the voluntary agencies and voluntary leaders to educate public opinion in accepting new responsibilities for new services. Such education inevitably involves a measure of social reform and a change in the established values of a society. It is difficult for Government to undertake this task. Voluntary leaders have to prepare the necessary background for organi-

sed community action whether governmental or non-governmental. The work done by the social reformers in the cause of women at the end of the 19th century and the work done by Mahatma Gandhi in the cause of Harijans in the 20th century belongs to this category.

6. It is also the function of voluntary agencies to pioneer new services to meet new needs. The organisation of primary schools for urban workers was at one time undertaken by voluntary agencies. Now primary education has become a normal responsibility of the state. Historically, the whole area of services for the handicapped and the needy was at one time a pioneering effort and belonged to the voluntary sector. These services were based upon considerations of charity and philanthropy and the state was content to function at best as an aid giving agency. Some of these services are now included in the social security measures adopted by modern states and question is raised as to whether voluntary agencies should continue to operate in this sphere.

7. On the other hand there are services which can be offered only by the state. An important service that can be offered by the state, and only by the state, is the adoption of progressive legislation on social issues. Such legislation though usually of a permissive or enabling nature can also be compulsive in character. The laws relating to age of consent, minimum age of marriage, inheritance, widow remarriage, child labour, juvenile delinquency, untouchability and many other subjects are laws which reflect the new values that a society has accepted and has decided to propagate. Such legislation strengthens the hands of social workers and, at times, also serves as a basis for appropriate state action.

8. Another service offered by the state is the organisation of a grants-in-aid programme for voluntary institutions. It is possible that some of the major public trusts can also undertake this work, but the quantum of resources required for any effective grants-in-aid programme is so large that only the state can expect to undertake it—at least in developing countries. A good grants-in-aid programme should be able to strengthen rather than satisfy voluntary effort and should help improve the standards of service.

9. A third service that the state can offer in this field is the regulation of the services organised by voluntary as well as state agencies. This can be done through legislation requiring licensing of welfare institutions, through a system of governmental recognition and through a properly operated grants-in-aid code. The state alone is in a position to utilise the first two instrumentalities for regulating the minimum standards of service and for ensuring that the recipient of services is not exploited.

Field Services : The Area of Possible Conflict

10. It is here that the problems of relationships between the state and the voluntary sector in social welfare arises. Should the state directly organise field services or should this work be left wholly to voluntary agencies ? Alter-

natively, is it possible to evolve a set of principles whereby the work can be divided between the two types of agencies ?

The following suggestions are offered as a basis for discussion :

(i) Field services which are in the nature of enforcement of a law should be administered by a state agency, though it is possible that some voluntary agencies which are duly recognised and regulated by the state could also help in such implementation.

Institutions and services visualised under the Suppression of Immoral Traffic Act and the Children's Act belong to this category.

(ii) It follows from (i) that most services of a custodial-protective nature should also be administered by a state agency, *e.g.*, services in the implementation of the Beggar Act and Correctional Services in Normal Jails.

(iii) Services which are intended to provide nation-wide or state-wide coverage should also be organised by state agencies. Voluntary agencies would have no resources for organising them. Social security services and services in the field of education and health are examples. It is, however, possible as in (i) that some voluntary agencies may under supervision of government offer some special services in this area as well.

(iv) Services which are essentially local or *ad hoc* in character should be administered by voluntary agencies. Services offered by most care institutions belong to this category.

(v) Services which require the cooperation of the local community in their implementation *e.g.*, after-care services—should be organised at the local level by voluntary agencies though they may be regulated by the state.

(vi) Services which are intended to involve participation in cash or kind by the local community should be organised by voluntary agencies, *e.g.*, Welfare Extension Projects.

11. In all the above discussion the term 'voluntary' agency has been used to refer to an agency which has been brought into existence on the initiative of members of the community, which has an open membership, and where the membership is able through normal democratic processes to exercise control over the affairs of the agency.

A voluntary agency in this sense might be distinguished from :

(i) Individual volunteers—who may work either in governmental or in voluntary agencies.

(ii) Nominated official bodies consisting of non-officials.

(iii) Quasi-voluntary organisations which though registered as societies are wholly financed and controlled by individual departments of the government.

12. Two arguments are usually put forth for retaining welfare services in the voluntary sector. These arguments are that the voluntary agencies impart a special quality of sympathy and compassion to the services they organise and that they are usually more flexible in their operation than governmental agencies. These arguments are valid but often misapplied. There is an assumption that the voluntary worker brings special qualities of the heart to his work because if he did not possess such qualities he would not be moved to offer his services. The fallacy in the argument lies in the fact that voluntary agencies are rarely manned by volunteer workers at the field level. They depend upon paid staff to render the service to the needy persons. The quality of the service must, therefore, largely depend upon the qualities and skills of the paid staff member rather than on the qualities of the volunteer leader. This is so despite the fact that the volunteer leader is often able to give an inspiration to his workers that an official may not be able to. Equally the flexibility that is often attributed to voluntary organisations and the corresponding rigidity attributed to governmental organisations is more likely to be a consequence of the small size of voluntary organisations. Where the distance between the policy makers and the workers is not great and where the number of workers is limited an agency can be more flexible and does not have to depend upon written rules calling for rigid conformity.

The value of voluntary endeavour lies in the fact that it brings the service closer to the community and makes it responsive to changing needs. It also provides an opportunity for training in leadership and strengthens democracy at the grass-roots. Also, incidentally, to the extent that voluntary agencies raise their own resources they enable the state to extend or improve its own services.

GROUP 1/2

THE ROLE OF THE COMMUNITY AND STATE IN THE PROMOTION OF SOCIAL WELFARE

JAL F. BULSARA

The local community and government meeting local needs

At any stage of social development, the local community and its smaller coherent groups in the village, town or city would be confronted from time to time with a variety of needs and social ills or problems. Some of these could and will be tackled according to available resources by the local community, by local leaders, or by some of the public-spirited members of the local community united in a voluntary organisation. If there is an organised form of local government such as the Village or Parish Council or Panchayat, some of the problems may be tackled and some services rendered by the Council or Panchayat. The extent of meeting needs, tackling problems and rendering service will depend upon the knowledge, development and awakening of the local community and the development and resources of the State and local governments. Here we find a contrast in the meeting of needs and offer of needed social services in the technologically advanced and wealthier and less wealthy developing countries. Social services are much fuller and more needs of the people are met by the organised sectors of society, *viz.* the State and local governments in the advanced countries, assisted of course by well conducted voluntary agencies. The services had also a much longer spell of evolution in the developed countries, most of which have by now provided a complete statutory social security system. The developing countries are frantically trying to emulate these services and social security without possessing the wealth, resources, experience and training of the peoples of the developed countries. It is a matter of concern that the time, evolution and resources factors in the development of social services are often ignored by the developing countries.

The responsibility of the local-comuunity

2. Whatever the stage of development of society, there will always be felt local needs and the desire to meet them and improve the lot of the local people. Some of the essential social services like *health* and *education* will have

to be met progressively by the organised sector of society. viz. the State and Local Government, but whatever the form and composition of government, there will always be some contemporaneous needs, which the State may not be able to satisfy. Even if there be very strong self-government, it is very likely that some needed services may not be rendered by it for various reasons such as paucity of resources, technical know-how, or the attitude of the local community. Here is where emphasis has to be laid on the responsibility of the local communities unitedly to meet some of the felt needs, and the formation of voluntary organisations of public-spirited members of the community in order to meet the felt needs, to render needed service, or to represent the pertinent authorities concerned to provide the service or assist the local community to secure it through joint cooperation. What is obvious is that both the local community and the State have a responsibility in meeting keenly felt needs and essential social services, and without mutual cooperation and understanding and local organisation, the contemporary needs of the community are not likely to be met adequately, or if met, they may involve very heavy costs and lose the benefit accruing from personalised voluntary service.

Statutory responsibiiity for minimum Social Services

3. Whereas theoretically there may be no limit to what needs and problems the local community may undertake to meet, there is nowadays a broad understanding that certain minimum services should be met by, government state or local, in a more or less uniform manner. Thus whether among totalitarian or democratic states, government undertakes to provide medical care, environmental health services, minimum education and compels employers by legislation to provide minimum welfare services for the employees. Beyond this minimum statutory provision of social services, the local communities can still undertake to augment or improve the services through their own organised effort on a voluntary basis. This local voluntary effort at improvement or augmentation of a social service may have an impact on the statutory agencies, which may take a cue or example and do the same regarding the services within their statutory responsibility, although there would be no compulsion to do so.

Changing local needs can best be met by local communities

4. It would be obvious that whereas all services are ultimately rendered by persons at the local or field level, there is an element of impersonality which enters the provision of services on a large or countrywide scale. Every aspect of local or individual need cannot be met by such a countrywide governmental machinery and personnel, and the lacunae or gaps may have to be filled by the local communities, or needed improvements in statutory services may have to be brought to the notice of the statutory agencies by enlightened local citizens or their voluntary organisations. The nature of social welfare services is largely personal and as such the personal touch through the responsibility of the local community becomes essential if the optimum benefit is

to be derived by needy beneficiaries from the services rendered and money and energy spent thereon. Thus Government as in the United Kingdom may be able to provide a grant and minimum furniture or equipment for a Community Centre Building but the services to be offered in the Centre for various sections of the local community will have to be determined by the local community according to local needs and exigencies, and varied from time to time as the desire, outlook and needs of the local inhabitants, and users of the Centre undergo change.

The need for community organisation and promotion of voluntary associations

5. Thus in developed countries with a relatively complete social security system and the provision of needed social services for the normal and maladjusted, handicapped or otherwise needy persons, provided by the State or Local Authority, the local communities in village, town and city undertake a large number of additional needed welfare services on a voluntary basis. The National Council of Social Service, the regional and local councils of Social Service, and the National Associations responsible for looking after specific needs such as for the Blind, Youth, Aged, etc. promote the provision of needed services in local areas by forming Voluntary organisations of local people charged with specific functions. Financial resources, technical advice and professional service are procured from members of the community and grants obtained from Government, Local Authority and Charity Trusts or Foundations. It can be said that whatever the economic and political development of the country or nation, local community effort will always be needed effectively to meet the contemporary pressing needs of the members of the community. In developing countries, with slender provision for social services and especially for social welfare services, the need to tap community resources and citizens' sense of service will be very great for a long time to come. This will have to be done through community organisation and promotion of voluntary associations undertaking to provide possible needed welfare services to the normal and needy or handicapped sections of the local community.

Demarcating the spheres af local community action

6. Whereas this necessity for organising welfare services on the basis of community self-help has been widely realised, and especially so in India, considerable specific thinking and research need to be done in order to find out what welfare services can be left with advantage to the concern of the local communities, what resources can be expected to be provided by them, and what part the local and state governments and interested national associations can or should play in assisting the local communities or their voluntary organisations with money, men, material and technical advice, so as to reward community effort and achieve desired results.

Outlook and capacity of local Communities may differ

7. Neighbourhoods or communities will differ in their composition from

locale to locale, and their capacity for social service will also differ according to the capacity of the members composing it. Some will be capable of more enlightened and efficient services and some may have to be helped to satisfy obvious elementary needs. This aspect of *local capacity* has to be borne in mind, as for example, when sophisticated urban workers introduce their own projects, programmes and activities in rural areas, whose residents may not feel the need equally strongly or may not feel capable of carrying out the sophisticated programmes. At the same time it has to be admitted that local communities can be apathetic to improving local conditions because of long habituation and may have to be moved through propaganda and active promotion of services by outside agencies. The process and approach, however, have to be adapted to all-round local conditions. Here is where *local survey and research* are essential to know local conditions and adapt programmes to local needs.

Systematic Study of local conditions needed

8. This systematic study of local rural communities and the varying intensities of their needs has not been carried out on the required scale by those who have carried programmes of welfare or improvement to rural areas. The consequence has been that the exotic programmes have not influenced the local people to take active personal interest in their promotion, and they have been considerably weakened, diluted or abandoned when the promoting agency has withdrawn. This has happened also when the cost of projects has been far beyond the means and inclination of the local communities to bear, in which case the expectation of the promoters that the community will take up the conduct of the project after a specified period, has not been fulfilled.

Involvement of the local community highly desirable

9. Very often elementary demands as of a primary school and a dispensary have not been voiced by local communities in an organised manner. It is the outside agencies which find, feel, point out and promote the need and the local community passively accepts the service without intensive involvement. A *technique* has therefore to be evolved whereby in every welfare service or activity promoted in a community such as a village, a slum, a depressed area or a hill tribe, members of the community of both sexes are involved almost from the start. In the enthusiasm of outside philanthropic or social service agencies to uplift the apathetic and suffering local community or group, this aspect of the genuine interest of the beneficiaries has often been lost sight of, with the inevitable resulting frustration at the community not appreciating the value of the service and undertaking responsibility for its continuance or expansion.

What services will enthuse rural communities ?

10. A question therefore arises as to whether welfare services should be foisted on local communities or offered on genuine local demand and interest.

From our experience of various programmes of rural community development and welfare services such as adult and social education classes, craft classes, balwadis, libraries and reading rooms and the like. it appears as if we have not adequately studied, understood, or scientifically assessed local needs, inclinations and desires. Thereby we have either failed or fallen far short of our expectations regarding the local communities absorbing projects and programmes offered by outside agencies, statutory or voluntary. It appears that by and large all communities desire *primary education* for their children and are willing to contribute towards the cost of school-buildings. They would also appreciate *medical care* and *maternity and child care services* They might contribute some share towards the day care of infants, more particularly when they are busy with such essential operations as sowing, weeding and harvesting. These services will have to be provided with the help of qualified personnel, but they are useful services to enthuse the local people and develop a sense of cooperative community responsibility. It may be worthwhile trying out *community funds or chests* for emergency or for meeting village or ward needs, such as a *Community Centre*, playground for youth and children, an approach road, a chotra for village meet, etc. Out of this may also develop a desire for *Family Welfare Service, i.e.*, the community coming to the assistance of a local family in need or distress. A local Relief Committee of respected elders can undertake the disbursement of needed relief from a gradually built up community fund. Swiss Communes thus share the responsibility of paying for the support of their indigent, wherever in Switzerland they may be found. Some of the Ceylonese villages maintain homes for their own destitute, old and infirm, and take on others from neighbouring villages on the basis of mutual cooperation. India's problem of abject poverty and dire destitution of individuals and individual families is likely to be effectively tackled on the basis of *local village responsibility*, assisted where absolutely necessary, by District, State and Central contribution from public revenues, where the local responsibility becomes overburdensome owing to sudden catastrophe or through special circumstances.

Surveys and Pilot Community Centres to understand local needs.

11. What is required are a few *surveys of typical village communities in various regions*, and the planting of a few well-organised pilot community centres manned by competent and qualified staff to work a few self-help projects and ascertain what the village communities need, what services they would value most, and how their keenly felt needs could be met mainly by local effort in spheres which are not a statutory responsibility of the State. The duty of the Community Centre would be to study over a reasonable period local conditions, the dynamics of community life, the needs vocalised by the community or its various component groups, and evolve techniques of bringing the responsible members together to work for meeting the needs on the basis of self-help, mutuality of service and the involvement of the village community. The *competence* of the community to run the projects and to function in a constitutional way have to be watched and promoted, where necessary, by well-tried social techniques. The work of the trained social stimulators or invigilators would be to make the community competent to run basic welfare activities and

not to make it dependent, helpless or indifferent because they on behalf of some outside agency are interested in doing the work, establishing their influence, or justifying their intervention.

The programmes of social welfare must arise out of the local milieu.

12. This approach requires that the programmes of welfare services arise not in far away metropolitan centres or in imaginative minds but in and through the local milieu. It will not be a full-fledged urban institution conceived from urban needs but a programme or activity rooted in local rural needs, and will be within the competence of the local residents. The latter may need training or initiation in systematic work. This training, however, will have to be short but gradually progressive and may be given on an in-service basis, so that the local residents can afford to take and absorb it. This approach does not envisage consciously or unconsciously civilizing or urbanising rural communities in the metropolitan image, nor does it insist on foisting smugly conceived schemes of urban dwellers on rural communities, with the inevitable importation of workers from urban areas trained in urban institutions, or bringing the rural recruits to be trained in urban methods and techniques. The true approach takes the rural milieu as it is found, and by identifying oneself with its local conditions, the planner evolves therefrom activities which will meet local needs and aspirations towards the improvement of the physical environment, eradication of social handicaps and amelioration of sectional and community drawbacks and deficiencies. Through these remedial measures will grow larger efforts at overall preventive-constructive work for the greater development of the community and further improvement of environmental and social conditions. The process may be slow, but under the existing conditions and resources of developing countries, *gradualness of social development is inevitable.* However, the compensation would be that a surer foundation may be laid in the awakening and preparation of the local communities all over the country to undertake a steadily developing programme of ameliorative welfare activities, making towards a social security system with the support and cooperation of the local, state and central administrative machinery.

The spheres of local community competence need to be carefully demarcated.

13. To repeat, what needs therefore to be done is to demarcate the *spheres of competence* of local communities under existing conditions and promote through welfare stimulators such tasks as they are capable of handling on their own with the least available assistance or orientation, and give them periodic guidance through experienced mobile *Counselling Service* and such short-term refresher courses of orientation as might carry their work to a higher level of service, competence and efficiency. If this work has to be done through the various sub-groups or castes forming the local community, that also will be a part of the overall work of the invigilating agency, government or voluntary, because of our philosophy of community self-help and self-development through a modicum of external assistance and stimulation except in the case of providing statutory services, where the share of Government or organised sector of society will be much larger. The latter, however, will also utilise as much of local cooperation as possible.

The need to provide training for voluntary welfare work in the community

14. The developed countries have been realising more and more that the part played by local communities in welfare services is not only substantial but that it is also essential, and that the statutory agencies would ignore this local cooperation at a severe cost to the nation. A large number of minor needs and ailments of the community or groups in the social sphere can be tackled in time and more effectively on a voluntary basis, provided the local community has the orientation and experience and the necessary basic organisation to do so. These qualifications of study and organisation of locally needed service can be promoted to some extent in our educational institutions at all levels by such training as of scouting, guiding, organised camping, tours and excursions, cooperative stores and societies, and elementary social service in the local community of village, town or city wards. India needs a great deal of this community orientation for work on a self-help basis, and bodies like the Central Social Welfare Board, the State Social Welfare Advisory Boards, Community Development Administration, Social Education Board, the National Social Service Associations, Schools of Social Work and other similar bodies can do yeoman service by offering these basic orientation and training facilities to students, voluntary welfare workers and voluntary welfare agencies in their respective geographical areas or regions.

GROUP 1/3

RELATIVE ROLES OF STATE AND VOLUNTARY AGENCIES IN THE ORGANISATION OF SOCIAL SERVICES

MRS. BARBARA N. RODGERS

Introduction

1. To any teacher of social administration this is a very familiar subject, an old friend, one which we find ourselves analysing and discussing anew with each succeeding generation of students. I was therefore delighted to see that it was to be one of the principal themes of your Seminar, and to accept the challenge of trying to contribute something to your discussions. I am quite sure that I have nothing fundamentally new to say on this much discussed theme, although my different background of experience may lead me to give a new expression and a different emphasis to some of the well worn concepts.

2. I am not as familiar with the Indian scene as I should like to be to ensure that this exercise in comparing the relative roles of state and voluntary organisations in our two countries will be as fruitful as such comparative studies can be. But in this respect I have been greatly helped and encouraged by Dr. Gore's excellent paper, prepared as a basis or starting point, for our discussions. This paper analysing the relative roles of state and voluntary agencies in the full light of all Dr. Gore's understanding and experience of the organisation of social services in India, has convinced me, if I needed any convincing, that the principles of voluntary action are inherently the same in our two countries. It is in the practical application of these principles to the social circumstances prevailing in each country that significant differences arise, differences which, if we look into them more closely, illuminate rather than detract from the validity of the underlying principles.

3. Nevertheless, in a working Seminar like this I should hope that we could agree fairly soon on some general statement of these principles—Dr. Gore has in fact given us one—and move on to discuss how they can be best applied in the India of to-day and tomorrow. This seems to me to be an eminently fruitful line of discussion for a gathering such as this. In any consideration of the application of general principles an ounce of informed judgement is worth a pound of speculative theory. As my judgement is only "informed" as to

the British scene, I shall not attempt to apply these principles to the Indian situation. But I would hope that some of your past and present experience of the use and abuse of voluntary organisations in the United Kingdom, will, suitably interpreted and digested by yourselves, be not wholly irrelevant to your discussions.

4. In his paper Dr. Gore states that many efforts have been made to point out the special value that attaches to voluntary effort and voluntary leadership. He sums this up admirably in his final paragraph :

> "The value of voluntary endeavour lies in the fact that it brings service closer to the community and makes it responsive to changing needs. It also provides an opportunity for training in leadership and strengthens democracy at the grass-roots."

5. Beveridge was saying exactly the same thing less explicitly but even more emphatically when he said that you *cannot have* a Welfare State without a Welfare Society. By a Welfare State he meant, one whose social legislation has brought into existence a comprehensive range of statutory social services financed out of public funds. By a Welfare Society he meant the mass of individual citizens, who in a democracy must be *constantly* willing not only the ends but the means ; remembering that in a dynamic society both ends and means (the goals and the resources set aside for social consumption) must be constantly changing. The minimum standards which a Welfare State aims to guarantee are not absolute but relative. What satisfies one generation will not satisfy the next. A Welfare State is brought into existence by a welfare conscious society and will only be sustained by the continuous conscious effort of the society it serves. Voluntary organisations and voluntary workers are both the natural expression of a welfare society and the leaven, or activating force, which keeps alive its springs of concern and goodwill.

6. It is particularly significant that the vital part to be played by voluntary action should have been underlined by Beveridge, who more than any one else was responsible for laying the foundations of our Welfare State. He did this by interpreting the socialist ideology, which, as Dr. Gore points out, had finally prevailed over the nineteenth century laissez-faire philosophy, into principles of social administration, which were finally embodied in our post war legislation. Our goals—even if our achievements still fall short of them—are those of a Welfare State, and by a Welfare State we mean something very different, not only from the nineteenth century attitudes towards the State's duties in the welfare field, but also from those of the transitional period (from the beginning of the century onwards) during which we developed in piecemeal fashion many quite effective social services for "the working classes".

7. Following Independence, India has just as surely committed herself to a socialistic pattern of society, and set herself a Welfare State as a national objective and a principle of administration. The gap between welfare needs and welfare services, between social problems and the resources to meet them, is clearly much greater than in our more favoured country but the general goals, the social philosophy are the same. So too, it would seem, is the principle of

voluntary action. Your Prime Minister is constantly reiterating the vital part to be played by voluntary public co-operation. Your Planning Commission has its Public Co-operation Division. The Community Development programme is based on the two principles of self-help and co-operation (the mutual aid type of voluntary action in British terms). The Central Social Welfare Board is an outstanding example of an attempt to combine private benevolence and statutory assistance (to strengthen what we would term the philanthropic type of voluntary action).

Voluntary action and voluntary agencies

8. The voluntary action, which both our Lord Beveridge and your Prime Minister see as so essential, if the goals of a Welfare State are to be achieved in a democratic society, can of course take many forms. The individual volunteer who may offer his services to either a statutory or voluntary agency ; the non-official or statutory body ; the quasi-voluntary organisation acting as the agent of some department of government which finances and controls it—all these are a form of voluntary action and serve to bring more and more people into close association and partnership with the development and administration of the Welfare State. But, as Dr. Gore rightly points out in his paper, the voluntary agencies which are the theme of our group's discussion are a distinctive form of a voluntary action, and it is their particular function, and so their roles relative to those of statutory agencies, which we are here to consider.

The role of the State

9. Clearly you cannot take your thinking about the functions of voluntary agencies very far without considering those of the State. And it would seem most conducive to clear thinking to start from those things which *only* the State can do, and which indeed it must do if it is to realise its aspirations to be a Welfare State.

10. (i) Only the State has the resources to guarantee a nation-wide service, therefore as soon as possible (as soon as it has sufficient resources of money and man power) a Welfare State will take over the responsibility for the minimum basic services in the fields of social security, education, health and welfare.

(ii) Only the State can do the overall planning and its policy, which settles the broad priorities for public expenditure, must have regard to social justice and the best use of scarce resources. Only the State can determine how much of its material resources must be devoted to economic and how much to social development, how much to the social services and how much to personal welfare services.

(iii) Only the State can use compulsory powers to protect, inspect and control individuals, voluntary organisations or private enterprise.

The role of voluntary agencies

11. The characteristic contributions of voluntary agencies, the main functions of voluntary organisations, can well be summarised under three headings related to these three essential functions of the State.

(*i*) *Fostering a Caring Community*

12. The first is to foster a caring community or a welfare conscious society. As Dr. Gore has said : "It is for the voluntary agencies and voluntary leaders to educate public opinion in accepting new responsibilities for new services." This quickening ot the nation's social conscience is a perennial job for the voluntary organisations. It is most effectively done by small local bodies, meeting felt needs through the organisation of voluntary personal services, rather than through schemes which involve the spending of large sums of money and the employment of many professional staff. It is part of the Community Development technique to encourage the widespread formation of such local groups to undertake small projects which they can usually run themselves with no more than a little help and guidance from professional workers.

13. It is the same in the U.K., where much of our social, recreational and welfare work for young people, for the aged and for handicapped persons of all kinds, can be most effectively initiated and carried through by small local groups, encouraged and helped by a minimum number of professional social workers employed by a local authority department, or by a larger voluntary association operating on a town, regional or national basis. We have one particularly interesting group of 'self-help' societies run for the benefit of various types of handicapped persons by the handicapped themselves :—

e.g., The Infantile Paralysis Felloship ;

or

by their relatives :—

e.g., The Society formed by the parents of mentally handicapped children.

14. In the 19th century before the State was both willing and able to provide even a minimum basic service in the field of education, literally thousands of quite ordinary, humble people were involved in running "Ragged Schools" in the poorest districts of our towns. The people who ran them were the first to recognise their inadequacy and to press for legislation for the State provision of primary education for all children. But this was not all, these voluntary workers in the Ragged Schools were acutely aware of the dreadful conditions under which many of these children were living and of the woeful lack of any kind of understanding treatment of them. Mary Carpenter who pioneered the first reformatories and industrial schools for delinquent and neglected children, Benjamin Waugh who founded the National Society for the Prevention of Cruelty to Children, and Dr. Baranardo who swept up the waifs of London into his Homes and who never tired of experimenting in better ways of

providing a substitute home for these neglected and abandoned children, were all started on their pioneering work by their experience in Ragged Schools.

15. Today, in the U.K. in spite of the minimum basic services provided in practically every major field of social service there is no room for complacency, no justification for a slackening of voluntary action in any one of those fields. Some examples of national voluntary organisations, whose main purpose is to stimulate the formation of small local groups and to service them with information, ideas and advice in carrying on the service once started, are the National Old People's Welfare Committee and the National Citizens' Advice Bureaux Committee (both departments of the National Council of Social Service), the National Marriage Guidance Council, the National Family Planning Association, the National Association of Girls and mixed clubs etc.

(ii) Pioneering New Services

16. The second function is to pioneer new services to meet new needs and new and better ways of meeting old needs. These experimental services are generally based on a new approach, new attitudes, whose efficacy must be demonstrated by the pioneers before they can hope to get them widely adopted. It is often an important function of such voluntary agencies to educate public opinion to overcome old prejudices, both official and non-official. and to spread the infection of the new ideas until they in turn are accepted as common practice. The moving frontier in which these pioneering agencies operate is not restricted to any particular field of social service, but will, or should be, found in every one of the major fields of education, health, social security and welfare.

17. The voluntary agencies operating these pioneer services need to employ skilled personnel and to be able to command more financial resources than are normally available to the small, local body. They are more likely to be national, regional, or large town organisations and once they have an established reputation, may well be entrusted with considerable grant-in-aid from the government.

18. The state too can experiment, trying out a new service or more often a new method in one of its existing services. This kind of developmental work is almost bound to occur once it begins to employ professional specialist staff in the administration of its social services. But the extent to which the state can experiment is limited by the fact that it must have an over-all plan, which fixes priorities and does not accord excessive resources for the benefit of only a few people in a particular group. If it does launch a small experimental project it is virtually committed to extending the new service, or new methods, if successful to all who could benefit from them. Thus the Etawah Project in Uttar Pradesh was used as a guide for a programme of Community Development for all rural India.

19. The voluntary agency has no such responsibility. Thus it can experiment freely and concentrate all its resources on a service for a favoured few without

worrying as to whether it will have the resources to extend it to all who would benefit from it.

(iii) The 'Watchdog' Function

20. The third function of voluntary organisations is what for lack of a better term I call the "watch dog" function. Although often overlooked or underestimated this role of the voluntary agency is of vital importance for those countries which are trying to establish a Welfare State in a democratic society. In a study made of the voluntary social services in Britain in the mid-1940's, Lord Lindsay referred to the voluntary organisation as one of the bulwarks of democracy. Indeed just because the welfare state must have the sole responsibility for the overall plan, and must use its authority to direct the major resources to be devoted to the social services in accordance with that plan, only a non-governmental body can advocate and support particular causes and try to influence the government to recognise their importance and award them greater priority. These particular causes cannot be taken up so effectively by the people's political representations as they are usually tied to the support of a general party programme.

21. The causes which the voluntary organisations can represent so well are usually concerned with :

(i) services for small, minority groups of socially handicapped persons who may well get overlooked in the broad plan ;

(ii) controversial services which are still too 'hot' for the political parties to take up ; and

(iii) services of a highly specialised nature not easily understood by the general public.

22. In the United Kingdom, and doubtless in India too, there are voluntary associations exercising this "watchdog" function for practically every group of mentally physically and socially handicapped persons even where the State is already providing quite substantial basic social services for them. Thus we have : The National Association for Mental Health, The National Institutes for the Blind and Deaf, the General Epilopsy Association, The National Council for the Unmarried Mother and Her Child, The Howard League, The National Society for Children's Nurseries etc. etc.

23. While some of these are just national societies (e.g. The Howard League), others have their local counterparts bringing pressure to bear on local government, as well as being federated into a national association (e.g. The Family Planning Association). Some of the national societies as well as acting as a pressure group keeping an eye on new legislation, and spreading information and propaganda, through their publications and conferences, are providing training courses for specialist workers or pioneering new services. Where there are local branches of associations they are usually providing some direct

service (e.g. the local F.P.A. Clinics or Citizen Advice Bureaux as well as acting as a local pressure group.

24. To carry out effectively this 'watchdog' function, a national society needs a small but skilled specialist staff and committee members who are both influential and very well informed. They must of course be genuine voluntary organisations. They could not do their job if they were in any sense creatures of the government. Nevertheless, even here there is a sound basis for cooperation in so far as both recognise the validity of the role of the voluntary agency to criticise the plans and dispute the priorities laid down by the government.

Different forms taken by voluntary organisations

25. Finally, I should like to say something about the many different kinds of voluntary organisations, some of which, as we have seen, are better adapted to one function some to another. For instance, the small local group, without much formal organisation, is often admirably suited to the first of my three functions—that of fostering a caring community. It operates most effectively in providing a fairly straightforward service to meet a felt need in the local community. Even a small group needs some leadership to bring and keep it together. But where its main resource is the personal service of its members, no very formal structure is necessary ; the goal and the means to achieve it are fairly well understood by all.

26. On the other hand, to pioneer a new service usually demands a much stronger committee structure to manage what may be quite considerable resources of buildings, equipment and personnel. If, as will often be the case, the actual pioneering work can only be carried out by skilled, social workers, a very special relationship of mutual trust and of partnership in a new venture must be built up between the committee and its professional workers. So too, as has already been pointed out, voluntary agencies carrying out the third function, need wise direction from a strong committee, working very closely with at least one paid professional member of staff.

27. Many voluntary agencies carry out more than one of those functions, and in appropriate cases may be able to combine strong, local self-directing groups (always assuming the service is meeting a fairly obvious local need) with a regional and/or national federal body to service the local groups with advice, training schemes (for professional and voluntary workers) and funds. These regional or national associations may in fact be carrying on a pioneering or 'watchdog' function at the same time.

The role of the professional worker in voluntary agencies

28. Professional workers obviously play an important part in this kind of voluntary organisation. They need to have a good understanding of, and practice in, social work skills ; but even more importantly, they need to have a sound knowledge of social administration which in my opion would mean that they were convinced of the inseparability of economic and social development

and within this context had given a good deal of thought to the appropriate roles of voluntary organisations and voluntary workers in the present development of social services in India. Social workers who take on these organising jobs in the large voluntary organisations must be the kind of people whose professional satisfaction comes not from giving a direct personal service to people in distress and difficulty, but from helping others to give this service.

29. Have we given enough thought to how we train our professional social workers to do this particular job ? I am sure we have not done so in the U.K. It is not enough to know, you have to have a feeling for this kind of work. Born of a conviction of the vital role which voluntary organisations have to play in a democratic welfare state, it involves an acceptance of their spontaneous creation and of the infinite variety of their expression. Above all, the social worker must himself be resourceful and cooperative, and know and accept that a community, just as much as an individual, has to develop in its own way and in its own time and those who try to influence either need faith and patience.

GROUP 1/4

PARTNERSHIP OF STATE AND COMMUNITY IN STATUTORY WELFARE SETTING

S. D. GOKHALE

The administration of social welfare is relatively a modern concept. Unlike public administrators, the social welfare administrator is a planner, a policy maker, an executive and also a social reformer to a certain extent. He has to undertake these multi-purpose activities because of his specialised job requirements which bring him in close relationship with the community and the individual in need. This approach and attitude has to be developed by careful discipline and training. This is also true in case of social welfare administrators in a statutory setting.

2. The content of social welfare administration as defined today does not have any significant resemblance with the content of administration that obtained in the years bygone, Probably because, the entire administration was motivated towards maintenance of law and order. In fact, it was rather indicative of its role then, but with the attainment of freedom by the countries in this region a greater pressure is felt by the governments from the people to satisfy their unserved wants. In fact most of the countries in this region have accepted as their goal the total well-being. This responsibility to ensure the provision of social services, needed by the population whether provided under governmental or non-governmental auspices is increasingly reflected through the various policy statements. The extent of this responsibility and the method by which this responsibility is carried out are bound to vary according to the traditions and philosophy of each country. However, it is most essential that the tasks assumed by any government in this respect should be clearly spelt out in terms of national policy and be embodied in a policy statement.

3. The state activity in the field of social welfare seems to be enlarging by leaps and bounds. These services include social security measures, regulatory provisions, grant-in aid and other services which need wider coverage. This also includes the activities which are necessary for giving basic minimum standards of social health and therefore the need for a national welfare policy statement.

The scope of social welfare in India has been embodied in Article 41 of the Indian Constitution :

"The State shall, within the limits of its economic capacity and development, make effective provision for securing the right to work, to education and to public assistance in cases of unemployment, oldage, sickness, and disablement and in other cases of undeserved want."

A reference can also be made to Article 46 which states :

"The State shall promote with special care, educational and economic interests of the weaker sections of the people, ...and shall protect them from social injustice and all forms of exploitations."

A reference can also be made in this connection to the fundamental rights, special provisions and the principles embodied in the Preamble to the Constitution.

4. Within the framework of these guiding principles the problems of social welfare, social work, social welfare services and social reform are to be studied. Without going into the details of definition, suffice it to say, that social service, is an organised activity that aims at helping towards mutual adjustment of individuals and their social environment. This objective is achieved through the use of techniques and methods which are designed to enable individuals, groups and communities to meet their needs and solve their problems of adjustment to a changing pattern of society and through cooperative action to improve economic and social conditions. (Report on Development of National Service Programmes United Nations).

5. At this stage it may be necessary to differentiate between two types of services. The services for normal population are more or less of a positive character while the services for the persons who come in conflict with law are rehabilitative in character and services for weaker sections are enabling in character. The first group of activities guided by the principles embodied in the Constitution can expand to a great extent. The State has to grant certain minimum standards to the population in a more or less standard pattern so that equality of opportunity is maintained as far as possible. Thus the State has to provide minimum medical care, basic health services, education, welfare needs of industrial workers, etc. The individual beneficiaries in this area of operation are very eager and most willing to accept these services. On the contrary, the individuals who are supposed to benefit under social defence programmes in a statutory setting are rather unwilling to submit themselves to any treatment of rehabilitation.

6. However, unwilling and/or unprepared these groups may be the State has to accept statutory responsibilities for caring for two important groups. The first group consists of weaker sections of the community which are unable to take advantage of the services provided by the community, for no fault of their own. The scheduled castes and scheduled tribes, etc. are covered under this category. The second group consists of individuals who come in conflict with law. This group includes the persons brought under the purview of various enactments like the Children Act, The Beggars Act, The Borstal Schools Act, Probation of Offenders Act. etc. Whatever be the causative factors

because of which these chronic and marginal delinquents come in conflict with law, it is accepted to be the statutory responsibility of the State to help treat and rehabilitate them and get them reabsorbed into the community as useful and economically productive citizens.

7. The execution of statutory provisions in regard to persons who come in conflict with law have the following basic characters (i) State adminstration is regulatory and restrictive (ii) it is penal, custodial and protective, (iii) it tends to become impersonal and routine (iv) But it desires to be rehabilitative in character. Any person who comes in conflict with law has to be rehabiitated in the community and therefore the entire programme of correctional services which is the statutory responsibility of a State needs a complete reorientation from the rehabilitation point of view. The statutory social work has to become more individual-oriented and has to accept the responsibility of re-absorbing the person back into the community. The statutory social work in the field of social defence, deals with delicate human relationships and is motivated towards remoulding of a problematic personality. Therefore, the welfare administrator in this field has to show the highest degree of flexibility in action, adaptability to individual requirements and sympathy with the needs of the case and responsiveness to the community at large.

8. The services which are statutory in character in a huge bureaucracy are likely to lose sight of the individual and the values thereof. Unless the executive is sincere in his purpose, honest in his approach and qualified for the work he undertakes, rehabilitation is likely to remain a theoretical proposition. It would not be out of place to suggest that faith in work also plays a significant role.

9. The statutory aspects of social work can be thus listed in a three-fold manner : (i) services for the weaker sections of the community (ii) activities connected with the reformation and rehabilitation of individuals coming in conflict with law and (iii) administration of regulatory provisions like controlling the welfare agencies under the licensing of Women's and Children's Institutions Act etc. which demand certain basic minimum standards. It has been presumed by most of the social thinkers that the services of custodial and protective nature should be administered by State agency.

10. Before this question is considered further, it would be worthwhile to point out a major impediment in the developmental process in the field of statutory social welfare. Many of the developing countries suffer from the deadweight of legislation and the concept of "institution". Whenever social thinkers are faced with a welfare problem an immediate response is in the form of an enactment or an establishment of an institution. Probably, this is supposed to be a short-cut but in the long run these short cuts do not help to achieve complete solution of the problems. There are round about a thousand pieces of enactments on the Statute Book which deal with social welfare in one way or the other. Legislators and social workers alike seem to think that establishing an institution and enacting a law are the only solutions available to welfare problems. Let the problems be of any variety, of the destitute children, prostitution, aged, delinquents, the only answer is an enactment to

start an institution. This indicates a lack of initiative to explore new avenues of non-institutional programmes without the legal framework.

11. No doubt, social legislation serves an effective instrument to strengthen the hands of social workers and no doubt the institutions accord the basic minimum treatment required by the needy in society. But along with these good points, social legislation also ties down the social worker to the letter of the law and curtails his freedom of experimentation. Similarly, the institutions tend to become impersonal in character and are likely to create a regimented discipline for the inmates of the institution. Custodial care by itself is not enough to achieve the goal of rehabilitation. If institutional care and detention is to be meaningful it has to be intelligently dovetailed with the tools of rehabilitation like developing of work habit and regaining of self-confidence, etc. The inmate in an institution must always look forward to be out of it as early as possible and should never develop unnecessary sense of attachment which will make him a permanent parasite. All institutional programmes should be of self-dissolving character but unfortunately this important factor is often lost sight of.

12. In the field of statutory welfare work, the State can no longer have the monopoly. In fact, of all social work, statutory work needs effective co-operation and partnership between the State and the community. The State cannot, by any stretch of imagination handle this programme in a social vacuum. Ultimately, the State has to develop a self-confidence in an institutionalised inmate so that he can go back to the community as an economically useful citizen. In this process the community plays a very responsible role not only in moulding the policies regarding statutory work but in undertaking an active participation in the programme of social defence.

13. It is true that the care programme in the field of social defence has to be with the State because it is primarily custodial and protective and then rehabilitative. But the community can play an active role in the areas of prevention and aftercare. It is always better to prevent a person from sliding down into beggary, delinquency or prostitution. This can best be achieved by a well designed programme of prevention. Similarly the areas of after care and follow up need a maximum amount of support from the community. Therefore, the success of any statutory correctional programme would largely depend on the measure of support it receives from the community.

14. Similar is the case so far as community action is concerned. The problem of untouchability cannot be wiped off by mere legislation or grant in aid. The problem can only be wiped off if the community is educated and made conscious and aware of the action expected of it in changing circumstances.

15. Preventive programmes will normally include the following categories of activities.

(i) workshops, sheltered or otherwise for preventing a person

from sliding down into a life of prostitution, beggary, delinquency, etc.

(ii) child guidance clinics and psychological clinics

(iii) visiting teachers and Parent Teacher Associations

(iv) facilities of probation etc.

After-care-programme would normally include (i) an after-care hostel or shelter as a mid-way house between the closed care institution and open community.

(ii) work camps where persons can be employed under minimum security thus using the man-power in a custodial setting

(iii) constructive supervision of relapsed persons

(iv) placement service

(v) training-cum-production centres providing apprenticeship opportunities to persons from care institutions.

This is, not at all a complete list by itself but is only indicative of various activities that could be undertaken by the community so far as the statutory responsibility in the field of social defence is concerned.

16. In brief the problems in the field of statutory work can be grouped in two main categories : (i) the problem of group behaviour and group shortcomings and (ii) the problem of individual behaviour and individual shortcomings. In both these fields welfare activity aims at social adjustment. The first group is basically of weaker sections while the second group is of individuals who come in conflict with law because they are physically, mentally or socially handicapped. The situation as obtaining in India indicates the quantitative nature of statutory welfare work and the qualitative treatment it demands in these fields. If the planning in this field has to be successful the State and the community have to work hand in hand, as partners which will ultimately pave the way for total well-being. If this partnership is not well defined and well developed, it is very likely that the whole programme of statutory welfare would fail. Thus the social welfare administration at the field level, the institutional management level, the supervisory level or at the policy level has to accept this partnership of the community and State as a pre-requisite. The State has to extend the expertise and technical know-how not easily available to voluntary agencies in the community. If this partnersship is adequately appreciated and effectively realised the long cherished dream of social welfare can become a reality.

GROUP 1/5

ADMINISTRATION OF RELIGIOUS FUNDS FOR WELFARE SERVICES

C. ANNA RAO

Temples are places of worship. They are also places for National integration. People from all over the country gather together and worship together unmindful of the religion creed and community to which they belong. As more and more facilities are provided, more and more are resorting to temples and worshipping in temples. They make offerings also.

In the case of Tirupathi Temple in Andhra Pradesh situated on hills in lovely surroundings, which can be cited as an example, the number of visitors is about 10,000 a day, and the income has reached Rs. 2 crores a year. Out of offerings made by devotees and out of remunerative enterprises run for the benefit of the pilgrims visiting the shrine, like transport services, provision stores and kalyana-katta where tonsure (shaving of heads) in fulfilment of vows is done.

All this money is utilised first for the temple for which the money is intended by devotees, for repairs, renovation and jewels for the deity. Next on the pilgrims from whom the money is received, by arranging convenient darsanams, shelter in the form of dharmashalas (choultries), food by running canteens departmentally and distributing food offered to the deity free to the pilgrims, water supply, sanitation and medical aid. Prices of food-stuffs are also controlled by running co-operative stores and opening fair-price depots at various places, for the benefit of the temple employees, pilgrims and the public. Even the kalyanakatta, where hair is offered, and purohit sangams are run on co-operative and corporate basis without depriving the man in the trade of his livelihood by introducing a standard fee and distributing equally among all the members of the Sangam whether he has work or not, with a share to the temple. The above social services are useful for the man in the trade, for the temple and the pilgrims that visit the shrine, as there is no intermediary and the fleecing of pilgrims is avoided.

In addition there is social insurance to the members by utilising 10 per cent of the receipts for housing, medical aid and other social obligations like marriages etc. The surplus income, after utilising for the temple and pilgrims, is utilised for other social services needed for the public at large,

of whom the pilgrims form part. There are three types of sufferers among humanity—the poor, the sick and the destitute. Begging is prevented and the able-bodied are given work on daily wages and the disabled are maintained in poor homes. The sick are provided in hospitals and leprosy homes. The destitute children are looked after in bala-mandirs (orphanages). Such children who have lost both father and mother or, with one parent who is physically disabled to earn livelihood, are provided shelter, food, education and settled in life by training them in a trade and giving employment in the institutions run by the temple. Education is the next item on which considerable sums of money of the temple are spent. High Schools are run at Tirupathi-Tirumala hills (A.P.) and at Vellore (Madras State). College for men, college for women, college for music and dancing, college for oriental learning, school for culture, and a school for temple music are established at Tirupathi and a college is established at Delhi. Funds are utilised also for the establishment and the maintenance of a University known as Shri Venkateswara University and for the establishment of several other affiliated institutions, like Engineering College, Medical College, Agricultural College etc. including a Central Institute for Sancrite.

Thus temples can, in addition to being places of worship, serve as useful institutions for national integration and other welfare services for the benefit of the people and the nation at large.

GROUP II/1

SOCIAL WELFARE ADMINISTRATION

B. MEHTA

Social welfare has been defined differently by different people at different times, but broadly speaking it would mean all those efforts that are undertaken either by governmental agencies or through private initiative and are directed towards assisting individuals and families, groups and communities to attain a healthy and decent standard of living and socially satisfying relations with others in order that they could be self-supporting and contributing members of the society in which they live. The other and more specialised meaning of social welfare is in terms of the various services which could be described as social services or enabling services designed for those individuals and groups who cannot take full advantage of the established social services on account of their backwardness.

In the context of the socio-economic conditions obtaining in the Asian countries the social service programmes would tend to be concerned with the population as a whole rather than with certain groups of individuals, and be larger in scope but less technical in method, the Government assuming the role of pioneers in social activity in certain fields in which special service is given, and sponsored by Government rather than by private agencies.

Since the advent of independence the Government in this country has been taking measures for the economic and social improvement of the people. The acceptance of the concept of a socialistic pattern of society has enlarged the scope of activities with which the administration has now to concern itself. This is very much different from the complexion of administration in the pre-independence era, in which, the functions of the Government, by and large were limited essentially to the prevention of disorder, protection from foreign invasion, stimulation of international trade to some extent and the creation of a scheme of officials to settle civil disputes. The administration hardly took any interest in the socio-economic conditions of its people. In matters of economic affairs the doctrine of 'laissez-faire' held its way.

Besides, the need to give socio-economic content to the poiltical freedom, other factors which have contributed to the change in the complexion of the administration are :

(i) modernisation of society due to the influence of scientific and technical advance ;

(ii) complex nature of administrative and political organisations that are being introduced in and outside the country ; and

(iii) introduciion of people's institutions at and below the district level.

This increase in, and orientation of, government activity has naturally resulted in multiplicity of agencies to deal with them. That, in its turn, has opened up new avenues to the administration for coming in direct contact with the people in their activities for the realisation of the rising expectations of their economic and social improvement.

In relatively underdeveloped nations particularly of South-East Asia, rural population constitutes numerically as well as in point of significance, decisive factor in the situation. In India, particularly, 80% of population lives in rural areas, the task of enthusing the population with a purpose and a sense of participation is a gigantic one. It was thought that through a programme of integrated development to be brought by the extension methods adopted under the Community Development Programme it will be possible to bring home to rural population thc implications of achieving the national objectives and to create in them a sense of participation in this common endeavour. Experience showed that the results were not as encouraging as originally envisaged. Something was lacking somewhere. It was found that the sense of actual participation which arises out of shoulderring responsibility in varying degrees in the matter of taking decisions and implementing them could not be generated amongst rural population to the required extent. Out of this realisation grew the concept of Democratic Decentralisation ; known as the Panchayati Raj. The transition from the stage of Community Development Programme to the stage of Panchayati Raj is in part a recognition of the inadequacy and unsuitability of the existing administrative machinery for accomplishing the task of generating genuine enthusiasm amongst rural population to enable them to have a sense of participation in the common endeavour of bringing about economic and social development within the framework of national objectives. It is at the same time a recognition of the need for throwing up popular leadership who would be able to communicate effectively with rural population and thus give them a sense of their own dignity and participation in the national progress. That the Panchayati Raj provides a proper institutional framework for generating enthusiasm and liberating the creative energies of the people has been accepted as a fact throughout the country. Whether this institutional framework would be able to function efficiently, will be dependent, to some extent, on the relationship evolving between the administrative machinery comprising of the officials and non-officials constituting the three tiers of the Panchayati Raj ; *viz.* Village Panchayats, Panchayat Samitis and Zila Parishads ; between the lower and the higher levels of these institutions, between these institutions and other voluntary agencies and between the local bodies and the State or the National

Government. There have been occasions when mal-adjustment in this relationship was noticeable. In other cases flexible attitudes were displayed both by officials and non-officials and a healthy relationship developed. For some years to come the question of evolution of a healthy and proper relationship between the administrative machinery and the people's institutions will remain a vital factor in influencing the economic and social growth in rural areas. The flexibility and adaptability of the administration would, to a great extent, be judged by the manner in which this healthy relationship is evolved. I could not do better than quote the Chief Justice of India in this context : "Administration in a Welfare State has to be a revolutionary instrument for effectively implementing the socio-economic policies of the State, and as such, it must be fully inspired by the ideals which the Welfare State is constantly endeavouring to achieve. The Administrator must naturally be aware of all the problems posed by the implementation of the State's policies and must be well trained in all fields of service. He may be called upon to tackle the problem of the community projects, the public undertakings, panchayats, public health and even insurance". As Laski has observed : "What the administrator needs in a Welfare State is the general mind, and not the specialised mind." The Administrator cannot be a mere routiner. His approach must be flexible and responsible. He must never be obsessed with any superiority complex ; he must, on the other hand, be humble and must never forget that he is the servant of the public and not its master. Spirit of service which would necessarily give rise to a spirit of humanity should be his guiding principle. He should not be aloof from the society which it is his privilege to serve, but must try to be one with it. It is not so much the intensity of his intellectual gaze that will help him : it is the width of his mental horizon that will stand him in good stead. In his dealings with the community at large, his conduct must show dignity and restraint ; but he must not isolate himself in an ivory tower and must always show an elastic mind ready to respond to the challenges which inevitably will face him in the discharge of his duties".*

Is the present administration equipped with the requisite mental orientation for undertaking these programmes ? My own feeling is that the system of administration as it exists today is basically sound, as far as this country is concerned. There is however need for it to continue to grow to suit the changing conditions and to acquire a greater sense of urgency to satisfactorily deal with problems that agitate the minds of the people, as, in the ultimate analysis, a country can go only as far as its administration can take it.

The need of adjustment in relationship, not only administrative but also psychological, becomes obvious. A new hierarchy based not on power but on the depth of professional wisdom and richness of experience has to develop. Technical and administrative advice will always be needed, its level and quantum if anything, will have to go up as people get better informed and better organised and the desire in them to achieve higher goals of progress be-

*Extract from the address delivered on 5th Annual Day of the Indian School of Public Administration, New Delhi.

comes stronger. To inspire confidence of people, it would be necessary for the services to establish an identity of interest and have a deep understanding of their aspirations, problems and their needs and more important than all these, to have confidence in their (peoples') organisations' capacity both to decide and implement programmes of their welfare.

I am tempted to quote below what I had written earlier in an article for the Indian Institute of Public Administration journal. "The services, besides having the administrative and the technical skill, have to be adequate, responsive and independent. To enable the personnel to meet this challenge they will have to be fully equipped and trained, both at the initial stage of their recruitment as well as during the course of their services. The quality of service desired would also, in no small measure, be secured by giving them their proper place and prestige.

"Sharing in administration is bound to be an invigorating and educative process, healthy conventions between the elected representatives and the services, based on the understanding of and need to provide efficient service commensurate with the hopes raised in the people, will take time to develop. There is a danger that the elected individuals may, for reasons of expediency, ignore the advice of the services. That, the common man desires, above everything else, an efficient and impartial though sympathetic administration, needs to be fully appreciated. The measure, in which this is ensured, will determine the extent of confidence the local bodies will inspire in the people. Mal-administration, howsover popular the powers that be, would not be tolerated for long and the resulting impatience of the people may jeopardise the very growth of these institutions. The experience in other countries and the short experience of working of local institutions in this country reveals a tendency of few individuals assuming the powers of the organisation. The bureaucracy of the elected individuals, at times can be worse than that of a paid servant. The successful working of the two important wings, namely, the elected representatives and the services, will depend on mutual understanding and regard. It should be recognised that "executive functons and deliberation and policy making functions are but two facets of administration which act and re-act on one another and, therefore, cannot completely be isolated to be made exclusive."

In a programme of such an universal and omnipotent character, it is important that there is continuous and steady flow of technical guidance from the State to the village level for all the programmes of social and economic improvement undertaken by the State or the local agencies. The technical departments will have to transmit the best guidance and experience available for programmes of these institutions in each field of development, to help people and their institutions to fulfil the onerous function of providing better and efficient service. The District level officers will have to endeavour to meet the growing urge for technical assistance by augmenting the technical skill of their officers, besides helping the local bodies in planning their programmes and their successful and efficient implementation.

It is only natural that in a progressive society the scientific and technical departments grow both horizontally and vertically. There is, however, danger of an excessive compartmentalisation in so far as the individual sectoral developments are concerned. This inevitably would result in a narrow departmental approach to the task of total social development which by its very nature has to be an integrated effort. Simultaneously, therefore, with the growth of the technical and specialised branches of administration would grow the need for coordination of their effort. This, in its turn, would give rise to problems of relationship in the administrative organisation. There is therefore need to clearly define the role of the technical department in relation to the various development programmes particularly in relation to the programmes entrusted to the people's institutions and the general administrator at the district level and above. At the national level the problem of coordination is resolved by the committees consisting of representatives of various Ministries and the Planning Commission ; at the State level by the Sub-Committee of the Cabinet for Planning and the Development Commissioner. At the district level coordination has to be done by the District Officer namely the Collector or the Deputy Commissioner.

In under-developed areas, it is necessary that the basic needs of the people, needs as the people see them, are first realised. Any programme designed for their welfare can be effective or can have its impact only when such problems which agitate the minds of a majority of the community are resolved. These grievances are not very complex in nature ; these are small problems of settling land disputes, demarcating pasture, grazing and forest lands, providing rights to the villagers to avail of the forest produce, providing irrigation facilities in time, ensuring and uninterrupted supply of essential requisites for agricultural production and credit. These and such other problems—whether these be of a regulatory nature or requirement side account for a very large proportion of common grievances in the rural areas and have to be settled on the spot. Sometimes it is more important to settle them than the production programme or construction of a school, as, so long as these problems agitate the minds of a large number of the community, its members are not likely to respond to other programmes that are designed for their betterment. A large majority of population want to get their grievances redressed at the nearest possible authority.

In India the District Officer—Collector or Deputy Commissioner, as the case may be, has functioned not as an individual but as an institution. People have considered him as a symbol of power and authority to whom they looked for the redress of their grievances. With this traditional prestige of the District Officer it is necessary that he is vested with powers to ensure that the programmes of the various departments are implemented in a coordinated manner and that the people's problems and their basic needs in regard to matters that vitally affect them are redressed at his level. In case he finds that an order of a particular technical department works in a manner prejudicial to the general interest of the community he should be able to override it to provide immediate and on the spot relief and inform the Government.

This arrangement may not be necessary in advanced countries but in underdeveloped countries the need for such an arrangement is obvious. To my mind therefore the talk of an integration of the regulatory administration as distinguished from social administration is unwarranted.

Besides, the arrangements that we may have for research into the problem of increasing efficiency in despatch of Government business, it is equally important to have some arrangements whereby the administration is fully informed as to how far the problems of the people whether in urban or rural areas are being resolved at the district level and below, as in the eyes of the common man the image of the government is reflected in what its lowest functionary does.

Owing to the primary importance attached to rural development in the underdeveloped countries the principles of community development have so far been confined to the socio-economic improvement of the villages. This approach needs to be systematically applied now to the urban areas also. The urban population, it is true, by its very nature, does not easily admit of functioning on the basis of a cohesive community organisation : it is heterogenous in character with very few points of common interest so far as problems of economic life are concerned. Community organisation and community participation should in the initial stages therefore revolve round programmes of community recreation, child and women welfare and youth welfare. Even here the first beginning will have to be made by organising efforts of the community for improved sanitation and creating a sense of the importance of good neighbourliness. The success here as in rural areas will be determined by the availability of the local leadership and a body of workers who not only understand the basis of such organisation but also are able to initiate and carry out with zeal and enthusiasm such programmes. In the beginning technical assistance and financial help may have to be provided either by the urban local body or the State Government or both. Here again a beginning could be made by entrusting the management of institutions of public utility to their beneficiaries.

In Yugoslavia schools, hospitals, water works, housing colonies and works of other such institutions are socially managed. These institutions in under developed countries could similarly be managed by the beneficiaries. This would create considerable enthusiasm and a healthy avenue for participation by a large number of adult population in activities which directly concern and vitally affect their well being. Such an arrangement would help train people in shouldering greater responsibility in local government. The management would vest in the citizens residing in the area of operation of an institution and the people who derive benefit from such institutions. The people would select their own governing body for management within the frame work of the general policy laid down by the government for management of these institutions and budget allocations. Such an arrangement would involve about twenty to twentyfive per cent of the population.

In smaller urban towns a useful way of drawing out the principles of Community Development would be to attempt integration of the economy of

these smaller towns with the economy of the neighbouring rural areas. The need of the towns for poultry and dairy products, vegetables and fruits, could be well satisfied by integrating these with the economy of the adjoining rural areas. The coordination of such programmes—programmes of urban and rural community development should be done by the local government institutions at the district level in which representatives of these bodies could be members.

To sum up, to my mind, for administration of social services it is necessary that :—

(1) Human approach takes precedence over exercise of power ; it is the approach of persuasion rather than exercise of regulatory powers that will bring about ultimate success. Workers engaged in the implementation of these activities whether officials or non-officials, besides having the technical expertise must acquire and develop a human approach to establish an identity of interest with the community in which they work.

(2) There has to be a judicious adjustment of activity to meet the basic needs of the people as distinguished from programmes or activities of their social and economic improvement. As stated earlier to create the psychological receptivity, it is necessary to promptly meet the basic needs.

(3) Specialisation should be subordinated to coordination to achieve the desired results without creating conflicts and confusion in the minds of the people.

(4) All laws particularly social laws (and we are producing them rather too fast) should fit in with the genius of the people. An important impediment in the flow of the benefits which such laws are envisaged to confer, has been their complex nature. Designed as they are to satisfy the requirements of perfect legislation they tend to become unintelligible to the common man who finds it difficult to digest them and to avail of the benefits they confer.

GROUP II/2

SOCIAL SERVICES AT LOCAL LEVEL

CHUNILAL D. BARFIVALA

In the first place let me mention that the words 'Social Service at the local level' are practically unknown. The words commonly used are compulsory and optional functions. Most of these may be included in 'Social Services'. I wish a better understanding can prevail if at the state level the phraseology is changed and grants conditioned on such service basis. Moreover, several functions at the local level are almost neglected for want of support from the States. In this connection, one may refer to the Community Development in the urban area of the type of Community Development in Delhi Corporation. But here one suggestion may be hazarded to the effect that these voluntary efforts of the community may be connected more closely to the administration of the Corporation.

I would further suggest some administrative set-up, decentralization, more or less, on the lines of the 'Rayons of Moscow'. Municipal Corporations being weak in India are really doing something valuable in the matter of Social Services. But great impetus is necessary by popularising Corporation affairs. These weak Corporations are far away from the people and Local Self-Government is *atrophos*. To mention one or two instances we may just note the administration of lunatics, beggars and leprosy. All these classes of cases need tremendous efforts if Social Services are to be real. Unfortunately, these classes are treated by the administrators as criminals. Poverty and disease are considered as crime. And lunatic asylums, instead of being popular, are shunned by the people because the traditional belief is that they are places where ill-treatment is the order of the day. Beggars' homes are in the same category. This reminds me of the administration of the Poor Law in the initial stages in England. The inmates were often meted out punishment which was brutal in character, for example, young able-bodied ladies who failed to satisfy the requirements of labour rules were stripped of their clothes, tied to the back of the wagons and heavily whipped. To-day persons are not treated so badly but there is a thorough neglect of these classes of people. The efforts are mainly superficial. To cite another instance, jail visitors are appointed to go and visit the jails and inmates. (Myself was one of the visitors some times). But the restrictions are so rigid that little good can come out of this. Very often we find so many persons describing themselves as engaged in social service, and without much inquiry into these professions, the State is sometimes giving them some facilities. The congress organisation is doing the same,

e.g., at present we find that free telephone service is given to some of the so-called social workers.

One important thing I would urge is to bring the people into closer relation with the authorities at local level and State level as well. The State Legislation is slowly but certainly drifting towards bureaucratization and centralization. These will be an irremediable evil. I would, therefore, feel that the Ministries at the State and Union level should, by precept and active support, promote decentralization at all levels. I am not unaware that there are many evils rampant in local bodies, the remedy to which is not rigorous control. As one classical author says the remedy is not greater control but greater freedom which will give greater responsibility. Make local bodies helpless and you will never raise the standard of Social Service because it is rightly said that a bad local government and a good State Government are contradictory terms.

GROUP II/3

SOCIAL ADMINISTRATION AND TECHNICAL ASSISTANCE IN THE COUNTRIES OF THE ECAFE REGION

S. T. DIVERS

The Seminar held at this Centre last September decided that, for the purposes of the discussion on Social Welfare in Relation to Economic Development, 'Social Welfare' would be taken only in the limited sense of a range of services for special needs of persons and groups who through handicaps of different kinds were denied, traditionally or otherwise, amenities and services provided by the community.

2. An ECAFE Group of Experts meeting in April 1963 to consider social development planning in various sectors, noted a wider definition of social services by the United Nations in the report of a Group of Experts convened by the Secretary-General in 1959 on 'Development of National Social Service Programmes'. The ECAFE group pointed out, however, that in most Asian countries the term 'social services' was used in a much broader sense and that it included all the various organized efforts to develop human resources. On the other hand, 'social *welfare* services' was used in most Asian countries in a limited sense somewhat similar to that used by this Centre in the September 1963 seminar.

3. The subject of the present seminar is 'Social Administration in Developing Countries' and presumably this subject will be taken in the broader sense of society in general. It seems opportune to refer to some wise words of Prime Minister Nehru in his inaugural address to the September Seminar and which have impressed me. He reminded that social welfare is the object of economic development in the wider sense of maximising the welfare of all persons whether handicapped or normal, and that this is the first object of any civilised state.

4. The inter-connection between economic development and social development seems clear beyond doubt and that only their union in concept and conviction can bring about effective national advancement.

For other reasons it is necessary to move beyond any idea that social administration is limited to the service of any particular class, or group of acti-

vities, or people, or to any special sector. It is necessary and right that in developing countries emphasis should be given to removing deficiencies in essential social services, and that programmes designed for these purposes should be conditioned by availability of resources and the necessity to deploy resources in a balanced manner. Other factors beside resources also influence what can be done and the direction and pace of progress. For ezample, in some countries of Asia eommvnications are so inadequate that balanced progress on a national basis is not at present possible ; in others, nomadic peoples provide problems peculiar to them ; the shift of people from rural to urban areas creates special problems which are too well known to required elaboration here ; and so on.

5. But whilst these factors necessarily sometimes cause limitations in timing and phasing of approach, the dynamic nature which social administration should possess and the ever widening horizons for endeavour must always be present in the minds of those privileged to guide and direct the complex which is social services. The achievement of one set of goals will always be, or should be, the ending of one phase and the commencement of another.

6. There are other special considerations. I will only touch briefly on a few because there are others here present who can enlarge on this subject as may be necessary better than I can. In most Asian countries social development in major sectors such as education, health, housing, and social welfare services is regarded for each sector as an end in itself. To some extent this is, of course, alright, and the availability of resources and other special factors will always secure some coordinated approach. But it would seem that something more is necessary than what is brought about by the compulsion to apportion resources and to meet special circumstances. All sectors should be appraised together and with due regard to other objectives of national development policy. Only by so doing will it be possible to establish minimum objectives for different sectors of social development which have to be met as ends in themselves.

7. It is no secret that faulty administration has been largely to blame for failures in implementation. of many development programmes, Social services development programmes may face even greater hazards than those which are more directly concerned with economic aims. The concept of perspective planning within a framework designed from a comprehensive appraisal of all sectors constituting social development and in association with all other aspects of national development policy is new. And as mentioned earlier, there has been a tendency to regard patricular activities as ends in themselves and to operate accordingly.

8. Papers have been submitted to this Seminar on "Social Welfare Administration" and on 'Social Administration in the Scheme of Public Administration'. Permit me to suggest, however, that among the many problems confronting governments, one which is a key to the solution of many others, namely the development of efficient administration, is also one most capable of solution within the resources already available provided always that the problem is attacked with the vigour and determination itdemands. Also

worthy of consideration is the question of whether too much attention is now being paid to training the individual and too little to the individual as part of a team.

9. International assistance is being given extensively in all fields of social services. Some aspects of this assistance have been well put forward in Mr. Subba Rao's paper. He makes the point that a properly balanced public administration system is a prerequisite for economic and social development and essential for the absorption of external assistance. I suggest that it is also essential for any country receiving external assistance, particularly from a number of different sources to,

(*a*) co-ordinate effectively the various assistance projects so that they fit into a properly designed comprehensive programme to meet defined objectives ;*

(*b*) evaluate progress periodically and to have no hesitation in calling for changes found to be necessary ; and

(*c*) include as part of the designed programme the measures necessary to develop national competence so that external assistance may be terminated as soon as possible.

10. The United Nations family has long recognised how essential is the comprehensive approach to social development, and how social and economic development go hand in hand. Moreover, the necessity to develop efficient national systems of administration has also been appreciated, coupled with the knowledge that the effectiveness of the internal administration of any social service in producing results is governed largely by the efficiency of national administration. The Economic and Social Council of the United Nations has emphasised these matters on a number of occasions, as well as the interdependence of the operations of the various organisations constituting the United Nations family and the role that effective administration must play.

11. These considerations are reflected in the United Nations Organization and relationships between all the Specialized Agencies. The Bureau of Social Affairs at United Nations Headquarters takes interest in the widest sense in all that its designation implies. The bureau co-operates closely with the Division of Public Administration at Headquarters, both being integral parts of the United Nations Department of Economic and Social Affairs, and with all other branches of the United Nations and the Specialised Agencies.

12. The relationships so established extend to the Economic Commission for Asia and the Far East (ECAFE), the Secretariat of which contains a number of counterpart organizations to those at Headquarters, including a Division for Social Affairs ; the Division of Public Administration is also represented. Co-operation is particularly important at the regional level and this becomes possible between ECAFE and the regional organizations of the various Specialized Agencies.

*Group I of the September 1963 Seminar at the International Centre made the point that better utilization of internationel aid was necessary, and strassed the need for coordination. Para VII. 21 of the Report.

13. Technical assistance is available on a country basis through the regular programmes of the United Nations and the Specialized Agencies, the Expanded Programme of Technical Assistance (EPTA), the Operational Experts scheme (OPEX) which Mr. Subba Rao has mentioned in his paper. and the Special Fund. In addition, there are the extremely valuable supporting services provided by UNICEF and the comparatively new and imaginative World Food Programme.

A newcomer, which should prove of value and is at present experimental, is the Inter-Municipal Technical Assistance Scheme operated jointly by the International Union of Local Authorities with assistance from the Ford Foundation and the United Nations. In this programme city to city assistance is provided by sending experts in special local authority fields on short term missions. This scheme already operates in two Asian countries.

14. Technical assistance is also provided on a regional basis and this form is specially important in the interests of regional co-operation. It can be institutional of which there are a number of examples. Two in particular are represented here. By Professor Palmier of the UNESCO Research Centre on Social and Economic Development in Southern Asia and situated in this city and by Professor Narayana Prasad, Director of the newly establised Asian Institute for Economic Development and Planning in Bangkok of which we in ECAFE are particularly proud. Mention should also be made of the Research institutions directed towards low cost housing operating in Indonesia and India. Research, workshops, seminars, and study tours are also useful forms of technicai assistance and much used in the ECAFE region.

15. Advice and guidance are always available from the Resident Representative of the United Nations Technical Assistance Board of the particular country concerned in all matters concerning technical assistance available under the auspices of the United Nations and the Specialised Agencies.

16. Turning to particular United Nations programmes for social development operating in the ECAFE region.

Community development programmes are operating in Laos, Cambodia, Afghanistan and Pakistan, the first three including representatives from more than one agency. Extension of these services is expected to other countries. Programmes in the social welfare field operate in Iran, Pakistan, Ceylon, Thailand, Viet-Nam, Republic of China (Taiwan), and Indonesia and extensions are planned. In addition supporting essential services are provided from ECAFE in, to quote but two examples, statistics and building operations, and also in substantive support to the field projects. Consultative services are freely provided to all countries on request. And lastly are the very extensive technical assistance programmes operated throughout the ECAFE region, by FAO in many and varied fields associated directly and indirectly with social development ; by ILO particularly in the fields of social insurance and vocational training ; by WHO particularly in public health, maternity and child welfare, among so many other activities ; by UNESCO in education generally and particularly in its planned approach to educational needs linked to national eco-

nomic development ; and by UNICEF inspiring and supporting social welfare schemes. Indeed, when one attempts to set down activities, it is difficult to decide exactly what constitutes social services as so many activities have their particular impact. There are also substantial programmes of international assistance provided under bilateral schemes.

17. In the field of social development and its administration I suggest that special attention should be given to the development of representative local government and to the importance of the role that local authorities should play in developing and sustaining social services with the support of the central governmental agencies. Local authorities can do much to provide inspiration and drive for social improvements. In India a significant step has been taken in the introduction of the Panchayati Raj scheme and somewhat similar schemes operate in some other Asian countries. The awakening of civic consciousness is a social achievement in itself which will surely advance economic and social development. However, it is most important that authority transferred should not be whittled away by excessive interference and controls by state and central government officials.

18. Many working parties, seminars etc. connected with aspects of social development have stressed the need for an information and documentation centre available within countries and internationally. Group III of the September Seminar reported on the need for a special agency to serve social welfare and allied fields. References were also made to international reports and bibliographies.

A study group sponsored by the Division for Public Administration of the United Nations, with the cooperation of the United Nations Bureau of Social Affairs held at the Hague in January, 1959, reporting on the Public Administration Aspects of Community Development Programmes, also emphasised the necessity to improve the international exchange of information.*

If time permits, the present Seminar might care to explore this matter, and perhaps advance ideas.

*United Nations Publication ST/TAO/M14. Pages 64 & 65.

GROUP III/1

THE STATUS OF SOCIAL ADMINISTRATION IN RELATION TO PUBLIC ADMINISTRATION

SMT. RENUKA RAY, MP.

Before we can determine the status of social administration in relation to public administration we must be specific as to what we mean by these terminologies. Public administration is the foundation of all organised activities on the part of the community. The POSD-CORDS elements are the basis of traditional public administration. Dwight Waldoo says, "Administration is so large a subject and still in many ways so dark, we should open upon it all the windows that we can find". Through a variety of what are called models or analogies he gives the different perspectives starting with the legal and the management approach to administration and carrying it forward to the economic, social, ethical and other approaches which are gradually gaining importance in public administration.

With the changing objectives of society and the new purposes and services with which administration is now concerned, the old machinery even with adaptations is less and less able to serve the purpose usefully. All this has led to a great deal of rethinking. The State is now entering as a major collaborator in business and even where there is a mixed economy the public sector understakings are rapidly increasing and growing into a vital limb of the State. This means a tremendous readjustment of the implementation machinery to cope with economic services required and the different types of organisations through which State enterprises can be implemented. What is of even more consequence is the emerging role of the State in the building of human resources and in providing social security measures for the community.

In India our avowed purpose today is the building of a socialist State on democratic lines. This entails the establishment of a variety of welfare activities through which a climate of equality and social justice can be achieved. The apparatus of social administration must differ in many fundamental aspects from the traditional line. The words "social administration" has emerged to denote the new functions of the State. Taken in this context public administration should transform itself into social administration. But the application of the word social administration in developing countries such as our own has been identified as the organisation through which human resources are built and which brings about the implementation of social legislation and social security.

There are two or three main distinguishing features, In social administration the old approach to the community which has a penal and regulatory attitude yields place to the new idea of services to the community. Social administration has to come into closer contact with the community than an administrative authority which deals mainly in keeping intact law and order and seeing that regulations are enforced.

The established social services of education, health, housing and labour have won some recognition in the field of social administration, To this are now added the services requisite in a welfare State which cater to the needs of the socially and economically under-privileged sections of society and the physically and mentally handicapped. There also the services are required to deal with new problems which arise out of tensions and complexities of modern life. The second point of difference is that in the establishment of these services the participation of the community is essential. Without such help, social administration cannot succeed. This is the sphere in which voluntary action and voluntary organisations will continue to play an important role in assisting the State to administer these services. How this is to be done, in what manner the voluntary action is to be included as an integral part of social administration is a vital problem to which we are trying to find the solution today. Voluntary organisations which have abiding roots and which are dynamic in their activities will be able not only to supplement the services that the State must render to bring about the welfare of the community but they can in fact assist the State itself in bringing into operation even the essential minimum requirements of the welfare State. New pioneering services are constantly required and in this field the voluntary organisations must play a leading role.

Then it follows that the social administrator has to be fully trained for the new purpose and objectives. He has to understand the significance of the new approach required of him and to be fully imbued with the spirit of service which inspires the true voluntary worker. But in addition he has to be technically qualified with the new skills required. Case work, group work and community organisation requires certain basic skills. The need for an integrated approach and family approach to the services rendered is of vital consequence and also there is need to treat social problems at the roots and not merely deal with the symptoms. In India we have to study the new techniques and adapt them to suit our own environment, Here we have much to draw from the Gandhian technique which has shown ingenuity and resourcefulness in finding ways and means through which community can be best mobilised. All these matters require deep study and research. But so far little has been done in this field. The training requirement of the social administrator is of no less importance than that required for an Engineer. Surely those who build human material have to be as well equipped at least as those who build dams. Prof. Myrdal has aptly said that social administration may be called social engineering.

While a good deal is said regarding the need for providing the services through which human resources have to be built as seen in the plans of development, there is no doubt that in spite of all that has been said the importance of

social administration is not realised. Social administration vis a vis traditional public administration is given a lesser position in various ways. The Team on the Plan Projects appointed by the Planning Commission on Social Welfare has called attention to the tremendous need for planned and integrated approach and direction in the entire field of social administration. It has pointed out that social welfare services are very often not even under one administrative agency ; they are relegated to a position of lesser importance in departments and Ministries which have other functions considered of greater importance. An outstanding example of this is the relegation to a department under the Home Ministry of the welfare of the backward classes. In other words the services required for groups of socially under-privileged persons such as the tribals and the schedule castes, to integrate them with the normal community, are included with those dealing with the safety and security of society and of the maintenance of law and order. The tendency is to treat the former as of lesser importance. Again the hangover of the predominance of the Finance and the Home Departments over Service Departments such as Education or Health is wellknown and accepted. Inspite of exhortations to the contrary this attitude still guides administration as the traditional narrow financial approach persists particularly in relation to what are even now treated as non-productive services. While the gestation period of a steel mill involves not much less time than that which is required to build human resources, the difference in attitude persists, largely because the profit from the former can be adduced in tangible terms while the value of the latter though in fact even more vital is less easy to compute.

Another factor which stresses the inferior position of social administration is seen in the fact that those engaged in the task of social administration whether on the field or in supervisory posts are under the direction of the traditional public administrators who have not even had the social service orientation. Thus the old approach and attitudes continue on their part. The man actually engaged in this work finds it difficult if not impossible to secure a proper understanding and appreciation of the tasks for which he has to find solutions from those under whom he works. The rigid procedures and hierarchies of traditional administration do not allow for the flexibility required in giving recognition to personnel performance so necessary and vital in welfare administration. Irritant checks and impediments often have a frustrating affect on performance.

Very little so far has been done to evolve a method through which to cover the gap that exists between traditional administration and the requirements through which social objectives are to be implemented. Apart from the feeling that this gap has to be bridged no method has been explored to evolve a policy through which this can be done in a satisfactory manner.

What is even worse is the complete lack of coordination between different agencies connected with welfare activities. Inspite of whatever may have been done in this direction, to bring cohesion, even now at the field level, in particular, a great confusion persists.

Then again those who hold posts under the social services even in the well-recognised professions such as that of teaching have a status whose economic value is lower than that of public administration in other fields. In the modern world economic value fixes status inspite of all that may be said to the contrary. As far as the new welfare services are concerned there is no proper cadre, either at the Centre or in the States, or minimum service conditions, except to a limited degree in labour welfare. This is perhaps one of the yardsticks with which we can measure how low is the status that is given to social administration.

There is another vital factor which affects the status of social administration. This is the effect that not enough stress is laid on the quality of the performance. Even those who are anxious to go ahead in providing social services are so absorbed in expanding the services that quality and achievement is often byepassed. Thus we find that the amount of funds spent and statistical expansion are considered sufficient criteria with little or no stress on the objective achieved. This lack of concentration on the attainment of the actual objectives through the services rendered has often led to social administration being considered of less importance. The important thing in social administration is to see that the resources available are used to the best advantage of the community. A poor performance can never lead to good results. Particularly in case of social services it is necessary to be alert about this for poor performance helps the arguments of those who hold that these services are of lesser utility. Sir William Beveridge posed the question whether a poor country could afford the luxury of social services within the limits of their limited resources. As he pointed out this depended on one's approach as to what was important and which services deserved the highest priorities. Obviously the resources of developing countries are limited. It is all the more reason that these have to be utilised to the best purpose. A great deal of stress has to be laid on greater production through which alone redistribution of wealth would bring about higher standards of living. But even to achieve this, sufficient and due stress has to be laid on equipping the human resources through which work has to be carried out, and even taken from the narrow angle of its economic value, social services deserve a high priority.

There is no doubt that there is a gradual realisation of the fact that social administration has increasingly to play a more and more vital role until it covers the entire field of administration in a welfare State.

An eminent journalist Anthony Sampson, in his book 'Anatomy of Britain' says "The civil service likes to depict itself from the outside as depersonalised, without opinions or policies; but behind the public face, the bureaucracies are still run by individuals, each with his own views and ideas, and as parliament and cabinet find their provinces getting increasingly out of hand, so that the power slips ineluctably towards the permanent officials.'. This shows how important it is that the permanent administrators be imbued with the social service perspective, as, otherwise, inspite of changes made on paper or of decisions taken on policy matters, there cannot be an appreciable

advance. In other words the bureaucratic approach must be adequately tempered by the community approach.

The transformation required in public administration to fit it for the requirements of the new society emerging in this technological age, is the task which will require the concerted skill of experts administrators and politicians. Unless we have the administrative apparatus through which the new needs can be met, mere planning cannot achieve results.

GROUP III/2

A NOTE ON THE STATUS OF SOCIAL ADMINISTRATION IN RELATION TO PUBLIC ADMINISTRATION

V. JAGANNADHAM

Analysis of Dichotomy

The tittle of the subject reflects a concern for clarifying the status relationship and subject matter importance between the two branches of administration. Status has an element of subjectivity and a subtle psychological relationship which is not always easy to state. The term status denotes (i) the state or condition of affairs : (ii) position or standing socially, professionally or otherwise ; (iii) the relative rank or social position of an individual or group. A narrow interpretation of the title of the subject would require us to deal only with the third aspect of the problem. In view, however, of the recency of the subject and the vagueness that surrounds it in a welfare state we may consider it from the other two aspects also.

Historical Perspective

The phrase public administration has a longer history than social administration but the terms public and social are wide enough to cover as many aspects as one wishes to include. The former is regarded as a genus of which the latter is a species or to change the similie, senior and junior members of the family of administrative sciences. This relationship is historically correct but the later advent does not indicate or determine a higher or a lower status. In the second half of the twentieth century when "State" has come to be designated as "Welfare State", the whole subject matter of administration tends to be regarded as part of the wider field of social administration which is defined to mean "administration of social services" including community services, social security services and social welfare services. The older tasks of public administration, namely, maintenance of law and order, collection of taxes, looking after transport and communications etc. can be described as infrastructural functions in a welfare state. If we do not go by seniority or the existing prestige but determine status by the emerging importance, social administration will have a more domineering position than that of traditional public administration.

The relationship between the two branches of administration may be studied from the standpoint of similarities and differences in objective and functions. The traditional concept of public administration and the present

day ideology of social administration share many things together. The concept of public administration is not static. It sustains the growing field of social administration in many ways. The needs of social administration are such that it requires the support of the framework and functions of public administration. The present day distinguishing characteristics of both the subjects are the increasing number of organisations and processes. The two subjects are expanding in scale, pace and variety. Both are concerned with attaining a higher level of prosperity and a greater sense of justice and therefore have a mutual and interacting relationship. But there are certain differences particularly in objectives. A short account of the different phases of the growth of public administration may place the relationship of the two types of administration in proper perspective.

Public administration is difficult to define because it is a vast and complex field, "Administration is a jungle in which the tracks (not to mention the bones) of every breed of social scientist are to be found". In a non-committal way one can describe "public administration" as the activities of the executive branch of national, state, local and other governments". This by itself does not include or exclude any subject or activity as such. The study of public administration grows out of the study of public law *i.e.*, the official rules that govern the relations between administrators and the rest of the world. As the activities of the state increased, the personnel, organisational, procedural, and managerial problems grew and formed part of the study of public administration.

There are two broad aspects of public administration, namely, the international functioning and the external relationships and goals. These two have been influenced by the current theories as to the purpose and functions of the State. When the purpose of the State was only to act as an "umpire" by keeping the 'area' free for individuals to compete and play the game of life, its functions were few and the tasks of administration consisted of maintenance of freedom from aggression, disorder and crime. The characteristics of public law and administrative apparatus in such a state were (i) regulatory and restrictive ; (ii) penal and punitive ; (iii) impersonal and routine. Public administrators were busy with disposal of "papers" and "files" according to strict letter of the law. But when the purpose of the state changed to positive promotion of the welfare of the people at large through the "provision" of services to meet the needs of individual citizens or groups of citizens, the above characteristics were modified so that administration could also educate, persuade and enable the illiterate or ignorant or indifferent citizens to use the services provided by the State. Instead of penalty for non-conformity, the public law in a welfare state is concerned with conferring right to services and providing personnel to enable the eligible persons to utilise the services. The public service personnel are required to cultivate "empathy" for people under stress or in distress, for destitutes, for the victims of vice, crime or disease, and rehabilitate them rather than punish them by literal interpretation of law or strict enforcement of punishment. The state policy today is governed less by revenue and deterrence and more by reform and rehabilitation through education and persuasion. These changes in the purpose and functions of state

activity have transformed the external relationships and goals of traditional public administration and transformed the bulk of it into "Social Administration".

We may therefore say that social administration is the public administration of the Welfare State.

Prof. Myrdal has expressed "From the point of view of social science—social engineering will be increasingly demanded. Many things that for a long period have been predominantly a matter of individual adjustment will become more and more determined by political direction and public regulation". What Prof. Myrdal calls "social engineering" is nothing but the present day social administration in a welfare state.

Broader and Narrower Aspects of Social Administration

The state thus takes over many functions which were formerly fulfilled by individuals or families or other kin groups. In doing so, the objects of traditional public law and the functions of public agencies are geared to serve human beings more than to punish or to profit from their difficulties. This difference in objectives is one distinction between social administration and the traditional public administration. If the objectives of the latter are the same as those of the former, the dichotomy hardly exists except that the regulatory punitve functions of administration form only the substructure while the provision of social services form the superstructure of the modern State.

Social administration in its broader sense thus refers also to regulatory, developmental and welfare administration but in its narrower sense, it refers to two aspects only (i) administration of social legislation ; to either one or to both. This statement does not clarify what is meant by social administration, like Chinese ethics, it may be a combination of 'social' and 'administration'. But if we seek to find its meaning by relating it to social legislation, we must define the content of the latter. That task is not easy either because some writers confine the term social legislation to matters affecting labour, especially social security and labour welfare. But other writers extend it to include laws relating to family relations and social pathological problems like crime, drink, prostitution etc.

If we understand social administration as the administration of social agencies, we have to define the content of the term "social agencies". These agencies are generally understood to include those which are helping the human beings or which seek to promote the welfare of society. Here too the problem of what to include and what to exclude is not clear. It may, therefore, be said that the term social administration by itself does not exclude or include any subject. We may attempt to limit our field to certain acknowledged fields or of activity such as (i) community services (ii) social security and (iii) social welfare. This may include the administrative aspects of social reform legislation. These are distinguished from the regulatory and economic aspects of public administration and are styled as subject matters of social administration.

Common Processes

The internal or the household functions of public administration subserve social administration as much as they serve any public administration agency. These functions are, in Luther Culick's POSDCORB formula, seven in number (the letters stand for Planning, Organising, Staffing, Directing, Coordinating, Reporting and Budgeting). Some more can easily be added such as supervising, evaluating, training, but these are implicit in one or other of the above seven-fold functions. These are essential elements in the vertical and horizontal aspects of social administration *i.e.*, in the inter-governmental relationships of Union, State or regional and local bodies and in the management of a department at each level of government. In this management aspect social administration depends for its success upon the skills and competence developed in public and business administration, for as one writer observes : "Sound Administration and competent professional service are the head and the heart which are essential to the effective activity of the body of organised humanitarian endeavour".

One difference however needs to be pointed out. The essence of public administration is management. It may be goods or services. So long, these have been handled in a natural impersonal way. The speciality of social administration, however, consists in the art of handling human relationships among human beings suffering from stress and strain of one kind or another. It is much more than handling a case according to law or on a file. It involves "a sincere appreciation of and devotion to the specific objectives of public welfare and its inherent social philosophy. This identification with the aims and functions of social welfare is required not only of the executive of a social agency and his assistants but of the entire staff".

Enlarged Frontiers

Social administration has enlarged the frontiers of public administration from the cloisters of the secretariat to the highways of the community. Social administration is rightly described as participative administration. This participation is two-fold. Firstly, it brings the public service personnel into the day to day activity of the people in the community and requires them to work together with mutual communication and understanding. Secondly it brings about increasing association in a variety of ways of the voluntary organisations with the translation of social policies into social services or social action. This new development is leading towards a variety of relationships in public administration departments with the community organisations. These relationships may assume the form of agency or partnership, or advisory and consultative. A two-way process of communication is developing between the administration and the citizens so as to reach the 'homes and hearts' of the people to understand where the shoe pinches and what modifications have to be provided in the programmes and services. Social administration has added one more to the familiar triple propositions of democracy as a government, *i.e.*, not only *of, for* and *by* but also *with* the people. The need to work in close association with people introduced new elements of public administration namely, delegation, decentralisation, public relations etc. It is also found that in handling public

welfare problems, prevention is better than cure. Prevention needs counselling, guidance, reformal, prophylactic services. The provision of these services requires case work, group work, community organisation, social investigation, and research. These methods of work demand an aptitude to work with and ascertain facts and conditions of the common people by the public administration personnel. This type of association tends to break the "glass" curtains and remove the inhibitions arising out of cultural snobbery and social barriers between the administrators and the administered.

Superiority in determination of priorities and allocations :

There is, however, one area in which public administration holds a superior position over social administration. This is in the matter of determination of priorities in planning and in the allocation of finances. This can be described as follows : "In order to capture additional resources in a competitive situation, those responsible for the organisation (of services) had to commit themselves to the attainment of objectives approved by others, *outside* the service, who controlled the allocation of resources—local government committees, the chief officers of neighbouring services, central government departments or local citizens capable of raising donations from the public. To this extent, the growth of a service entitled commitments which restricted freedom in choosing aims and methods". In this respect, *i.e.*, in the determination of priorities of importance social administration assumes more a political character than a mere national or technical process. Determination of priorities and allotment of finances is governed by the more concrete aspects of external and internal defence economic development etc. This pre-occupation with defence and production places the respective departments of public administration in a superior position over those concerned with the performance of services.

The priorities, however, would be reversed if we realised that "the social service expenditure rightly used can be a way of improving both quantitatively and qualitatively the productive capacity of the nation". This realisation requires the foresight of statesman which is seldom present in developing countries. The status of social administration in relation to public administration, therefore, tends to be secondary or tertiary until the developing countries reach a state of affluence.

Conclusion

This note emphasises that social administration, has, while benefiting by the developments in the processes of doing things done, enlarged the frontiers and transformed the purposes of public administration. It seeks to make the machinery of administration more human while it makes use of more machines in the administrative processes. The distinctive feature of social administration is "the development of collective action for the advancement of social welfare". Its present status is clouded by the preoccupation of the state with defence and regulatory functions but in a fully developed welfare state social administration is bound to have a paramount status.

GROUP III/3

PUBLIC AND SOCIAL ADMINISTRATION

V. JAGANNADHAM

The developing societies are characterised by three main features :— (1) low per capita income resulting in infant mortality, low level of literacy and poor degree of high vitality for 'vigorous work in production; and (2) high level of ambitions of leaders to provide better standards of living for the mass of the people through a planned programme at high speed to reach the above goal in quick time within the framework of some type of a democratic government. Many countries have given themselves constitutions with social policies prescribing the reduction of inequalities, the enjoyment of fundamental rights and the realisation of social justice. It is within this context that we should consider the subject of social administration.

Every age has a characteristic feature of its own. The Middle Ages were marked by the predominance of the church and the clergy. Till very recently the modern age was marked by the commercialism of the market. Since the Second World War there has been a shift towards Socialism and welfare state with a predominant emphasis upon making available to the mass of the people expanding opportunities and rising standards of living rendered possible by ever increasing knowledge of science, technology and industry. This calls for complex organisation and administration of industry, business, government and social institutions. Administration thus becomes a universal characteristic of the process of living in the complex modern society. Administration like money pervades the whole gamut of organised activity in society.

While administration is a universal characteristic of all organised activity, Public Administration, that is, the formulation and execution of policies and programmes by the State, whether of the national or of the local governments has been on the increase because the state is today recognised as a positive benefactor and an organised expression of the society. We no longer think in terms of state *versus* individual except in a small area of freedom of thought and expression. In the developing societies state has assumed the additional role of a promoter of accelerated social change and a leader of economic and social enterprise. In these societies the public administration is suddenly charged after independence with a degree of responsibility for which it was not fitted during the colonial period. It was also compelled to fill up a gap and a vacuum created by the withdrawal of the erstwhile rulers. The colonial rulers had brought with them a system of administration and a pattern of culture which was alien to the inherited cultures of these societies. The foreign rulers

introduced an institutional framework, a system of law, a medium of thought and a way of communication and living different from the indigenous traditions in all these respects in these societies..

Thus a century or a century and a half of foreign rule has brought a diversion from the main stream of traditional culture into new channels. This diversion is reinforced by the growth of material prosperity in the ruling countries due to rapid developments in science and technology. In this is seen a cause and an effect relationship which the developing societies like to retain and graft upon their own indigenous cultures. After independence therefore, there is a tendency to bring about a new harmony between the inherited and acquired cultures. Public Administration is conceived as an in instrument of this harmony. It carries in it an impact and an imprint of the twin aspects of inherited and acquired cultures. Administrative activity, like many other social activities reflects several aspects of the two cultures.

In the developing countries we come across Active States and Passive Societies. In them we witness three layers namely, the status culture of the traditional society, the contract-market culture of an industrial-urban order and the "efficiency" culture of the emerging universe of automation. The relationship of these three is in the developing countries in the reverse order as contrasted with the advanced welfare states or affluent societies. In the developing societies there is a large percentage of "status" or ascriptive layer, a medium size layer of the second and a third layer of the last type. The interaction of these three layers determines the "status" position of the public and the social administrations and the "functional" or the operational" roles of the two.

Scientific and industrial revolutions stand out as the great divides of human history. Referring to the rise of science and its impact on the Juristic Order, Bertrand-de-Jouvenel says "Technology, that by-product of science which society at large regards as its end product, permits, nay commands, an accelerating pace of social change.....indirectly, science is a contributory influence to the dissolution of a Juristic order...In the political realm, it is blatantly clear now that "the executive" is nothing like what Locke imagined. In our day, a commonwealth is nothing like a club, the rules of which are stable ; it is more like an enterprise conducted for a sort of "collective profit", *i.e.*, the year to year rise in the gross national product. Such a purpose of course calls for a continual adjustment of structures to the achievement of the purpose and this takes precedence over the claims based upon custom and shatters the dream of an "ideal form" fitting an "a priori" idea. Social organisation becomes a matter for systems-engineering and specific decisions become problems of operations research".....Under these conditions there is a clear shift in the citizen administration. Bertrand-de-Jouvenal further says, "we must recognize that the public opinion, in our modern democracies, falls very short of what was imagined. The average citizen is involved in public affairs far more as a claimant than as a judge. He has expectation, he utters complaints, he formulates demands and joins in pressures to advance his requests. But how these are to be met and conciliated with other data of the situation is a problem for "the Management". If the problem is not satisfactorily solved, then the public is open to a "take over bid"; there is a change

of management". We have in the modern state a predominance of the efficient management concept. He further says, "Efficiency is without question, the characteristic virtue of the modern time, indeed the only one which the underdeveloped nations envy us and are willing to borrow from us". If we apply this concept to the problem of public administration in the expanding welfare state, we find some of the problems of status relationship to social administration. A keen student of public administration writes, "narrow minded administration can ruinously exploit human resources leaving employees as bare and devastated when they walk out of the organization's gates as the early lumbarmen left out forest resources. This type of human exploitation that comes when administration take the narrowest and most hyper organisational view of their responsibilities turns out a polluted stream of frustrated or deadened human beings, with vacant expressions, stultified aspirations, and blank imagination people who become problems for social workers or whose children will become clients tomorrow. If this is to be avoided and if public administration is to be adapted to meet the demands and challenges of the world that is rising before us it is necessary to infuse proper motivations, recognition, and rewards so that the administrators do not turn to authoritarian methods nor do they entertain delusions of infallibility nor protect themselves by tactics of secrecy nor become closed arrant professionals".

While these are the problems of public administration, the needs of social administration which is concerned with the problems of "providing" Services, to the citizen by the State, require far more attention because this is a new field and a new responsibility of the administration. A recent Danish report by a Government Committee on the Establishment of an Institute for Applied Social Research expressed its concern about this aspect in the following way: "It is the view of the committee that the legislature, the administration and the general public has not yet had sufficient material for analysis of the functioning of the social services, their effect on the individual and other effects, *inter alia*, on the national economy. The material at hand does not give sufficient basis for judgement whether the means used, in money, or in organisation, are put to the best possible use and are invested in the most important points ; where such large amounts are used, as the case is here, no useful method should be neglected to throw light on the various schemes and the ever-changing social conditions which are the background for existing and future legislation."

Another aspect relates to the phonomenon of expansion of research in the social welfare field not, necessarily leading to application of its results because much relevant research is seldom taken into use. The reasons for this are: (1) the lack of communication between researchers on the one hand and the policy-makers and administrators on the other ; and (2) the legislators and administrators have a strong belief, in their commonsense knowledge and the social scientists have difficulties in getting close to such problems, that trouble the policy-makers. The need for fresh research is also increasing because 'Social problems' are more complex than in earlier times, when 'social problems' were synonymous with poverty and the confrontation between actual living conditions and "minimum standards" was easier. Not only are the 'needs' and 'situations' different but they are differently seen. The social-individual equation of need is a different question and again, it is differently seen. This

is largely so because trend has undermined our psychological innocence, and Marx has opened our eyes to economic realities. These two have contributed to the changing of our perception of equation. So have the infinite and cumulative processes of social and technological changes from the end of the 19th century onwards.

Prof. Simey aptly observed as follows about the relationship between the sociologist and the social administrator. "Especially in our rapidly changing societies, it is impossible to understand the prevailing state of affairs unless consideration is given to social policy and methods of administration as one of the forces influencing both the direction and the rate of change and the sociologist, therefore, stands in need of the help of the social administrator. Moreover, the politician responsible for the formulation of policy and the administrator and the social worker responsible for carrying it into effect, cannot do otherwise than grope in the dark and "muddle through", by a process of trial and error, unless they know something of the ways in which the society is organised (not as a matter of fact surmise) and in which it is changing. Their effectiveness is thus largely dependent on assistance from the social scientist, just as the opportunity of the social scientist to understand social realities is largely dependent on assistance from them". Thus the close collaboration and cooperation between the academicians and administrator-worker is a prerequisite for understanding the problems and for researchers to operationalise their findings about these problems. Without such cooperation there is a danger of social administration lacking a sound theory and it may serve "as an opportunity for others to acquire a sense of self importance by engaging in a life of impressive activity, but without positive achievements".

Prof. Titmuss has drawn attention to some dangerous trends arising out of indifference to research when social policy and public social services are numerous and varied. He says : "The expansion of social policies in Europe during the twentieth century means that there are now more services, more institutionalized activities, and more organized power groups within this field who are subject to these inherent, compelling forces of tradition and self-regarding inertia. Social services, whether governmental or voluntary, can outlive their usefulness and become insensitive to needs ; to the objectives for which they were originally designed. The underlying trends, now discernible in some sectors of Western countries, of *passing from the contractual to the administrative status accentuates* the danger of social policies becoming ineffective, inadequate and even a threat to the dispossessed, the disenchanted and the deviant. Once accepted and established, policies give rise to particular organisations, structures and power groups. Within them, the inherent drives towards order, systematization and efficiency may, almost unconsciously, convert the original stimulus for adjusting society to the needs of the individual into a form of social control for adjusting the individual to society. The growing importance of status positions, acquired not through the inheritance of wealth or simply by the size of economic rewards but through membership of and allegiance to professional, bureaucratic class, trade union and other organized interest groups, raises many problems of this kind which need to be studied by those concerned with social welfare research".

Very few chairs, if any existed before 1950, in the subject of Social Administration. At an inaugural lecture delivered in early 1951 at the London School of Economics on the occasion of the establishment of a new chair in social administration, Prof. Titmus observed that "the days when social administration, with its interest in the education of future social workers, was regarded in University circles as a poor but virtuous relation, are now coming to an end". I wish the same could be said about India but the subject of social administration, is neither owned by schools of Social Work nor claimed by departments of Public Administration. The place of administration in social work is neither firmly established nor clearly appreciated. Prof. Wayne Vasey writes. "All too often we see bureaucratic organisation as a barrier between the worker and the individual client and the client group. Paper work is a nuisance, the demand to account for what we are doing an unmitigated bore". Referring to the place of the subject in the competing claims of curriculum in social work education, Prof. Vasey writes :—"A student, for example, can do mediocre work in administration and still succeed if he does well in other courses, but woe betide him if he fails in casework or group work or one of the so-called basic courses. Until we place comparable weight upon administration, we cannot expect the student to respond with equal facility to our urgent efforts to command his respect and understanding of the administrative purpose. This must be a part of the whole curriculum, including field work. The student must know that he is accountable for learning, not only how to deal with a client across the table or with a group in a community center, but also what is the pattern of the organisation and the process of administration which culminates the service. He must have a sense of the nature and meaning of policy, how it originates and why, and how it is modified through the collective experience of the people in the organization. His field instructor must be concerned with this. It will not be meaningful if it is taught peripherally".

On the other hand, Prof. S. M. Lipset analyses, in an essay on "Bureaucracy and Social Change", the various methods through which the civil service affects adversely the changes in social policies and the performance of duties by new departments and their functionaries. Firstly, it insists upon the continuation of the traditional form though unsuited to the change ; secondly, it introduces changes in the intent of new laws and regulations through administrative practices ; and thirdly, it exercises influence on cabinet ministers to adopt policies advocated by top level civil servants. He quotes many instances and concludes. "A reform which may be socially desirable, but which disrupts the continuity of practices and impersonal relations within the department, will often be resisted by a top-ranking civil servant. He is obligated to protect those beneath him in the administrative hierarchy from the consequences of a change in policy". He also indicated how class differences between the civil servants who enforce social policies and the citizens who are the beneficiaries of social services prevents the introduction of necessary innovations and adaptations in traditional administration appropriate for the new social policies. He makes the following categorical statement : "The socialist state, however, which has as its goal a reintegration of societal values, giving priority of government

services to groups that had been neglected and securing a large measure of government control, may fail in its objectives if it leaves administrative power in the hands of men whose social background and previous training prevent a sympathetic appreciation of the objectives of the new government. The planning state—will require men wholly committed to the purpose the State is undertaking to serve...men of 'push and go', energetic innovators and hard-driving managers".

During the period of the American New Deal in the 1930's "leaders of the Roosevelt administration privately complained of the difficulty of deflecting the bureaucracy from its ancient ways. The public service machine tended to continue in a straight line in disregard of the deviating influences of different public policy". According to James A. Farley, "Some of the greatest troubles the President had were caused by subordinate officials who were in sharp disagreement with his policies and, rightly or wrongly, were sabotaging the job he was trying to accomplish"..."The Roosevelt Administration was forced to assemble almost a whole new set of officials to carry out the New Deal Reforms". Prof. Lipset concludes. "There is no simple solution to the dilemma of keeping government administration efficient as well as responsible to the will of the electorate. The increase in the power, functions, and sheer size of modern government necessitates the search for some means of controlling the bureaucracy. It is utopian to think that the electorate's dismissal of the inexpert politician, who formally heads the bureaucracy, will by itself change the course of bureaucratic activities. As Max Weber stated. "The question is always who controls the existing bureaucratic machinery. And such control is possible only in a very limited degree to persons who are not technical specialists. Generally speaking, the trained permanent official is more likely to get his way in the long run than his nominal supervisor, the Cabinet Minister, who is not a specialist."

The new goals of social policy therefore demand changes in the older administrative structure. Public administration of welfare programme is, in the developing countries, in a confused state. A United Nation Publication on Standards and Techniques of Public Administration observes. "National habit, historical accident or fortuitous circumstances continue to play their part in determining administrative organisation at all levels of government (p. 14).

We witness in these countries a proliferation in public welfare agencies some of which are autonomous in character or advisory in role. In some cases, freedom to make policy and to appoint personnel results in unhealthy practices. The system of decentralisation visible in these countries creates some problems because of lack of tradition regarding administrative structure and practices in these institutions ; professional standards at administrative levels are relatively weak and inadequate and statistical information is also lacking. Under these circumstances social administration which is in its initial stages of development has to build up a systematic body of knowledge about the machinery of administration which organises and dispenses different services. For this purpose one has to understand the community, the people and their needs and the mutual relations of the members of the community

in which they live. Social administration has no particular body of knowledge nor a tneoretical structure of its own. Its future consists in its capacity to relate and apply the knowledge gained through other disciplines. This is because human welfare is a product of the sum total of the conditions and services in the community ranging from full employment to funeral benefit. In this process we must be careful about the dangers of over specialisation. We must pay attention not only to embarking on new services but also to prevent "the intensified division of labour" which as Mertom observes "has become a splendid device for escaping social responsibilities". As a result of this specialisation the citizens are treated in such a way as to suit the convenience of a administration rather than with courtesy and dignity as organic members of a community.

We may also consider the dangers of bureaucracy in social service agencies because this danger is a direct attribute of specialisation of functions performed through large scale organisations. The distinguishing characteristics of bureaucracy are : (1) formal organisation, (2) hierarchy, (3) emphasis on conformity to rules and procedures, (4) technical qualifications for functionaries, and (5) demarcation of convenient areas of operation. These indicate the "healthy" features of bureaucracy. Following from these are certain 'pathological' features of bureaucracy such as delay, timidity, officiousness. exaggeration of routine, limited capacity for adaptability. All these are expressed in one popular term "redtapism". Although efficiency is said to result from specialised bureaucratic functioning, attention may be drawn to the unintended consequences of specialisation and bureaucratisation.

Specialisation takes place in the social field either on the basis of (1) subject matter such as corrections or public assistance, or (2) skills such as case work, group work, counselling or (3) clientele such as children, aged, or (4) auspices such as governmental (national, state, local) or non-governmental, and (5) geographical location such as rural, urban, central (headquarters) local (field). Such specialisation has come to stay and is a necessary pre-requisite for organising services. Nevertheless, it is necessary to point to some features which specialisation carries with it. These may be grouped into four heads : (1) creating gaps in service ; (2) dividing the client ; (3) segregating the client, and (4) duplicating the work. On the first point, Gordon Alport says : ".....The problem is growing acute in social work. Increasing emphasis on defining agency function can lead to a rat-race of referrals, sometimes demoralising to the client and hence unethical. Even if the referrals do not damage the client, he may find at the end of his trek that for his distress there is no rubric and therefore no agency to help him." Dividing the client is a common problem in medicine. The lack of integration among the multiplicities of specialists is a serious problem. The conflict in specialists advice may be confusing to the client in other areas also. For example, the assistance agency may find a job for the mother while the family welfare or probation worker may advise her to stay at home to keep children from slipping into mischief or delinquency. The 'stigma of segregation' should serve as a cuation to welfare officers not to resort to it unless absolutely necessary. Duplication is the commonest criticism in respect of social services provided by governmental as well as non-governmental organisations. The important aspect for consideration in the above four

areas is not that they could be eliminated root and branch but take a profit and loss account of specialisation from the standpoint of goals and satisfaction in service. As one writer observes : "Inappropriate specialisation creates havoc in the development and deployment of skill specialities".

Hierarchy is a necessary ingredient of specialisation and a trite observation is "To say bureaucracy is to say specialisation, and to say specialisation is : to say hierarchy". Hierarchy is the organisational ladder and provides "promotional horizon" to create healthy motivation for those at the lower rungs. Specialisation and hierarchy necessitate another element of administration, namely, supervision. There are any number of works on the essential techniques of supervision but the needs of social administration require it to be less of fault finding and less of command. It should be more a fact finding technique and serve more as a channel to communicate to the operators of services the finding of a collaborated review at different levels.

Specialisation and hierarchy and supervision and communication create problems of coordination within the framework of organisation, of rules or doing things "by the book" and in the routinzation of service operations. Further, there is a new personal dimension about coordination namely of the relationships between the functionaries and clients (worker-client relationship) and among the interrelated functionaries themselves (colleague relationship). These two latter relationships stem from and reflect the spirit of professional ethics and are conditioned also by the size of the organisation. The larger organisations and statutory departments tend to be more formalistic and impersonal than their counterparts. As specialisation of skills and complexities of organisation grow, the coordination aspect assumes a high degree of relevance in social administration. Different aspects of coordination are sought to be tackled through different techniques such as Social Service Exchanges, Community Information Service, publication of Welfare Resources Handbook, etc. A U.N. study has advocated a 'polyvalent' worker and a "core service" system in a limited "territorial area" and "homogenous community".

The administration of social services, which indeed is the subject matter of social administration, has introduced the humanisation process into public administration. This process requires of the professionals and generalists a high commitment of "service" to the citizen. This is a matter of professional attitude among the general administrators and technical specialists. The citizen also has his role to play if the standard of and satisfaction in service is to be ensured. He is to understand and conform to the requirements of the complex ways of modern society. He must be prepared to face certain categories by need or age, by group or class ; he must be amenable to listen and respond to the requirements of service. He must be "motivated" for treatment and rehabilitation. He must be patient to fulfil the formalities of a large scale impersonal organisation. Finally, both citizens and service personnel whether technical or generalist, should face the fact that "administration of complexity" demands varieties of information embodied in forms, records, reports, reviews of individuals and groups. Accountability for public funds to authorities out-

side of the operating agency demands maintenance of records of various kinds. Consequently bureaucracy is the inevitable hallmark of every large scale organisation. What social administrators should and could attempt is not to throw away the baby with the bath water but minimize the pathological aspects of bureaucracy. It is not beyond the capacity of "civil servants" to become "social servants" provided the "organisation" is understood and followed more as a means for promoting the well-being of the citizen and the community he belongs to than as an end in itself. New complexites demand new organisations and techniques whose relevance to the purpose in view should be constantly studied, reviewed and reformed. To-day states and societies are thrown into the vortex of flux by the high rate of change generated by science and technology. We should recognise that the traditional stability in institutions and systems is to be replaced by a preparedness to accept the high rate of mobility and to adapt the citizens, systems and procedures to the rapid pace of change. An important task of social administration is to introduce the dynamic personal warmth into the traditional wooden structure of public administration.

STEPS TO IMPROVE THE RELATIONS BETWEEN SOCIAL ENGINEER AND PUBLIC ADMINISTRATOR

BERTRAM COLLINS

A good number of the problems raised in the relationships between public administrator and social engineer has been posed and exposed. It is revealing to note that the problems in India and West Indies are so similar. This offers the hope that search for improvements (there seem to be no complete solutions) can also proceed along similar lines. With reference to experience in the West Indies I can offer four fields in relation to which the social engineer can both seek to cure his sense of low status and help to increase the productive efficiency of his work. These fields are :

(i) Communication
(ii) Motivation
(iii) Professional Performance and
(iv) Politics

2. *Communication*

The Social Engineer needs to recognise and then diminish the communication barriers of language. Not only must he strive to avoid the use of private meanings and jargons in his dealings with public administrators. He should take pains to put his proposals in terms which administrator and political chief alike could instantly grasp and apply. His methods should be explicable both intellectually and operationally for one and the other. Even though administrators may not always know how best to ask advice of the social engineer, the latter should know how to present advice so that the administrator can create a simple and persuasive decision out of it. As along-run policy to facilitate communication, efforts must steadily be made outside of the office to help the administrator understand the special problems of social work : for example, participation in the discussion of projects, field trips and seminars may be arranged. Discreet education of the administrator (and perhaps practical) is one of the duties of the social engineer.

3. *Motivation*

Another barrier to good relationship between social engineer and public administrator may be their different personal motivations. Basic personality factors, conditioned by experience, partly explain why one chose to exercise power by the control of decisions on the files, and the other to influence people by working with them for their good. Here it seems the social engineer's job is not to change his public administrator's motivation so much as to enlarge it. To his devotion to public duty, add human concern. To emphasise on rationality (economy and efficiency) add and justify interest in all conditions of work. Do not only persuade that economic development includes social development,

but show that the index of a country's civilisation is indicated by its concern for the handicapped ; and that good administration is always human-oriented and welfare-minded. Administration is often more responsive to ethical considerations (when these are made clear) then is generally believed.

4. *Professional performance*

Refusal to accept low status requires also refusal to accept low standards. (Remember how the medical profession raised the public esteem for former barber-surgeons by disciplining its members and setting high standard of conduct and training). To earn the regard of administrators requires higher performance at their level. Thus administrators will appreciate it if social engineers :

1. participate constructively in the whole planning process ;
2. are prompt and efficient in execution of plans,
3. make economical use of resources and exercise a high degree of budgetary responsibility.
4. make adequate reporting of activities,
5. show willingness to adjust plans to contigencies in other fields, and
6. demonstrate a sense of the whole—so great as to show willingness, if necessary, to indicate to public administrators where budgets can be cut with minimum damage to either general, or special departmental objectives.

A great step ahead will be made when administrators no longer have as much cause to grumble at unreasonable one-sided social engineers.

5. *Politics*

Respect for the political process is expected in democracy. Appreciation of politics is necessary for the social engineer because significant social reform can only be achieved within a political frame work. The social engineer knows that the politician is often reluctant to support unpopular causes. But it is even more true that the politician, who in the nature of his profession is in touch with more people at all levels in the communities than any one else, is in constant search for programmes and policies which can earn him public respect and continuing support. The social engineer must accordingly know how and where to persuade the politician of the value of his schemes and to enlist his support. This is not 'playing politics'. It is simply recognising that political backing helps public support, without which welfare schemes cannot succeed. In many countries there have been historical reasons for a mutual distrust between politician and administrator, sometimes with regrettable consequences. The social engineer will not benefit by keeping himself aloof from the politician. Development of good relations is indispensable. I need not stress the use of discretion. But I must point out that in social work by-passing the politician can sometimes be indiscreet.

6. On the social engineer falls the responsibility as the new man to achieve rapport with the older elements in the government—the administrator and the politician. So in addition to his own specialised function he has to be expert in dealing with those whose duties will affect his own work. He should consider the politician and public administrator to be also his important clients, and obey one of the principles of case work, *viz.*, start where the client is.

GROUP IV/1

INTERNATIONAL COOPERATION IN THE DEVELOPMENT OF SOCIAL WELFARE ADMINISTRATION

DURGABAI DESHMUKH

The 20th Century will be chiefly remembered in future centuries not as an age of political conflicts or technical inventions but as an age in which human society dared to think of the welfare of the whole human race as a practical objective. In fact the basic ethics of all great religions in the world has always been that "the better endowed must help those who are less fortunate".

It is therefore encouraging to take note of the emerging trends all over to respond favourably to the changing needs of the developing nations. All governments have accepted the principle that in the interest not only of one's own community but of all the communities of the world, people must organise and undertake mutual help. This is becoming a major component of international policy to act as a guiding factor for international action. Most of the developed countries therefore recognise it as their duty to help the underdeveloped countries overcome their difficulties for social progress and economic development. The United Nations have also taken up programmes of cooperation in the late 1940's designed to assist the less-developed countries to speed up their economic and social progress. Many overseas voluntary and non-profit agencies are also working with the same objectives to help these countries.

All these seem to indicate bright prospects for international cooperation and assistance in a substantial way to all the emerging nations which are engaged in the tasks of improving the welfare and well-being of their peoples. Most of these countries have also development plans drawn up with this end in view. But to what extent and in what manner these assistances and cooperation are available to this sector is the question that merits serious consideration now.

Activities of the Agencies : The U.N. and its related organisations

The programmes of the United Nations make it possible for countries in need of technical aid to draw upon the resources, skills and experiences of other nations with differing social and cultural patterns. They aim at supplement-

ing the efforts of the less developed countries to strengthen their national economies and raise the levels of economic and social welfare of their people. This help is given only at the request of a government and as far as possible it is given in the form desired since the programmes are directed towards helping countries to help themselves.

In brief the U.N.'s work in the social field can be listed as

(*a*) advisory functions through programmes of assignment of advisers, granting of fellowships, provision of supplies and equipment, organisation of seminars, workshops and group study tours, establishment of pilot demonstration projects, supply of literature etc.

(*b*) aid to children

(*c*) mobilisation against disease and disaster.

(*d*) technical assistance in certain areas of social development *e.g.* population control, community development, social services, rehabilitation of handicapped, prevention of crime and treatment of offenders etc.

(*e*) fundamental rights and freedoms.

Other work including :

(*f*) researches and studies, documentation, development of minimum studies to facilitate international exchange of information, preparation of international directory of schools of social work, establishment of training institutions, etc.

In India and other Asian countries, the U.N. have taken active interest in community development programmes. In India in particular the U.N. organised a Seminar on Youth Welfare (1951), a Conference of Social Welfare Organisation and Administration (1959) and a Seminar on Evaluation and Utilisation of Census Data (1960) and Asian Population Conference (1963). Pilot Studies in Family Planning were initiated by U.N. in 1952. A guide book to handle adult and juvenile offenders was prepared by U.N. in 1952-53. U.N. experts gave training courses to jail officials on methods or jail administration— also a Regional Housing Centre was establised in New Delhi in 1953 as a coordinating agency for research, information, demonstration and training to be used by all countries in Asia. The U.N. helped India to set up an All India Institute of Physical Medicine and Rehabilitation in 1955. Surveys were made in health, nutrition and social status of children in 1955. In 1956 with U.N. Technical assistance a Regional Demographic Training and Research Centre was established in India. The U.N. has thus succeeded in making some contribution to this field but the social problems being overwhelming, they are yet to make any significant impact.

Many more areas can be developed with U.N. assistance and this will be possible with a coordinated effort by all the U.N. Agencies operating in the countries.

Foreign Aid for Social Sector :

The cooperation which the developed countries have been extending can be seen from the growing interest these countries have been taking in the development programmes of developing countries.

The example of U.S.A.'s assistance programme to India is worthy of particular mention here. The United States has now brought American economic assistance under a unified administration and the U.S.A.I.D. is now incharge of the activities earlier handled by T.C.M., Development Loan Fund, Food for Peace Programmes etc.

In the social sector, however, one cannot say adequate coverage has been established yet. The assistance includes, no doubt, programmes like Malaria Eradication, Higher Education, Craftsmen training, Community Development— U.S.A.I.D.'s main divisions are Agriculture, Industry, Education, Health and Labour. Programmes in Community Development, social welfare and housing also get some consideration as for example Rs. 27 lakhs assistance has been made available for social welfare projects till last year. But when we remember that grants totalling Rs. 640.3 crores have been made available till June 1963, for various projects we will see how necessary it is to plead for added attention to this sector.

So is the case in respect of assistance received from other countries like the U.S.S.R.

Regional Plans :

Regional Plans are the best means of bringing the aid-giving and aid-receiving countries on a common platform. They lead to exchange of experiences, needs and supplies. The Colombo Plan is an example of Regional Cooperation. It is an international programme which is multilateral in approach but bilateral in operation for cooperative economic development in South and South East Asia. It is, however, a matter to be looked into as to whether a plan like the Colombo Plan has (1) led to any well marked coordination among the aid giving countries together (*ii*) whether social sector has received adequate attention (*iii*) if not suggest methods of ensuring such attention.

Overseas Organisations :

There are a number of overseas organisations who are extending their experience, knowledge and resources in respect of a number of welfare projects. They have taken up relief, reconstruction and technical assistance programmes in the developing countries. These organisations however have no unified approach in any of the countries.

In U.S.A. for example there are over a 1000 organisations which have taken up various welfare activities in Asia. About 60 of them are operating in India also. The Asian Society has rendered useful service by compiling a Directory giving the nature and extent of American organisational and institu-

tional interest in Asia. This is particularly welcome as creation of philanthropic trusts for social relief in the world is a distinctive feature of philanthropic endeavour now-a-days. These trusts seek permanent, substantial far-reaching results through the use of ample funds, efficient organisation and modern methods of administration. In U.S.A. alone establishment of trusts is a favourite method of bestowal of large bequests, the total of such funds running into millions of dollars. The U.K. has also made useful contribution by compiling a Development Guide under the Overseas Development Institute in respect of 200 organisations in Britain providing information for developing countries.

It is heartening to notice that there is growing realisation everywhere that technical assistance is not merely a matter of finding money. So often for giver and receiver it is a question of identifying what is needed and knowing what is available. The needs of developing countries are gigantic. It is therefore very important that what is already available must be known to be available and used to capacity. The activities of Asian Society or the Overseas Development Institute will be purposeful and useful only if there is a corresponding attempt at the national level to sort out relevent information that is likely of interest to the social field. This is one aspect that requires immediate attention. Most of the projects taken up are of an adhoc nature. There is need for a consultative machinery where the aid-giving agencies, aid-receiving country and implementing agencies are represented to make effective use of the cooperation extended by international bodies.

Difficulties

Difficulties are too many in the absence of a central agency to consolidate relevant information about all the agencies who can be of help in this field.

By the nature of operation of the various programmes in diverse forms by different agencies it is not so easy to get a complete picture of the extent, size and type of programmes that are already taken up in a country.

As the assistances that are received or are being received are in kind, cash or in the form of technical know-how there is paucity of information on many aspects of these aids. Data on the value of materials or equipment supplied or experts made available under these programmes are inadequate.

Norms are yet to be evolved to measure the total value involved in terms of training facilities extended for the nationals of a particular country in the donor countries. Moreover, assistances that are being extended in this field to receiving countries by different agencies are generally of an adhoc nature and are not based on any policy in terms of priorities and in the light of total needs for such assistances. Very often the availability of such aid depends on individual initiative and the so-called influences to get them through, overcoming the procedural rules and regulations of both the receiving and donor countries.

Further it is generally believed that the aid that is made available is mainly for economic purposes. A recent calculation has shown that 85·2% of the total authorised aid to India by different countries has been for economic purposes only, that is to raise output by increasing the supply of capital in the recipient countries. It is also of interest to observe the limited character of general purpose aid—86·7% of the aid received by India for example is for specific purposes and only about 7% of the total aid is uncommitted. Further the bulk of the authorised aid is of a bilateral character indicative of the unwillingness of donor governments to give up control over their aid programmes and the possibilities of influence they can thus exercise on the recipient governments. The percentage of total bilateral aid upto 31-12-1961 was 83·7% in India and only 16·3% were of multi-lateral character.

An outstanding development in the recent past howevers is the growing sensitiveness of donor countries to the needs and special circumstances of developing countries—West Germany and U.K. have made significant contributions by way of uncommitted aid to India. The aid pattern of U.S.A. has also now a greater diversity in respect of the projects it helps to finance. These recent shifts in the character of aid with their recognition of the changing needs of developing countries make one optimistic and it would be useful to consider to what extent they can be exploited for greater coverage of the social sector.

This should naturally take the deliberations to machinery of aid, formulation of concrete proposals, channels through which aid is given and received, and administration of aid made available including alteration, evaluation and follow-up.

In respect of aid available from private agencies like the Ford Foundation or Rockefeller Foundation there is an advantage. It is directly channelled through their Resident Representatives and since these Foundations have a long record of working they are allowed to make grants to private institutions for projects which are outside the Plan also.

In conclusion the following points need attention :

(i) There is lack of coordination in the international aid that is received from diverse sources and its relation to programmes in operation. The non-governmental organisations which are the ultimate users have little or no say in the pattern and methods of assistance. There is therefore need for a suitable machinery in cooperation with non-governmental organisations to coordinate international aid received from diverse sources for welfare schemes and to advise on planning of suitable projects to which such assistance could be properly channelised.

(ii) The areas of social development which can be developed with assistance from U.N. bodies particularly surveys and research have to be identified. It will be necessary to have frequent joint consultation with different U.N. Agencies to get their support and cooperation.

(iii) There should be a central agency at national level to consolidate relevant information regarding assistance available from diverse sources, activities eligible for such assistance and procedures of processing proposals therefor.

INTERNATIONAL ASSISTANCE— RECOMMENDATIONS AT THE ECAFE EXPERTS' GROUP IN APRIL, 1963

55. It was noted by the Group that several international agencies were giving assistance to the countries in the region in the social welfare field.

56. This assistance was in the form of direct advisory services given by the United Nations Bureau of Social Affairs (UNBSA) in special areas of the social welfare field, and by the United Nations Children's Fund (UNICEF) in the establishment of pilot projects in the field of child and youth welfare services ; urban community development and assistance to the handicapped. UNICEF aid also takes the form of financial assistance for the training of personnel as well as provision of equipment and other material assistance.

57. It was recognized that, by and large, welfare services have to be organized by each country for itself, especially at the operational level. International assistance could however usefully supplement and support national efforts in selected fields.

58. Such assistance could be usefully rendered in the improvement of research in this field, and in the pooling and exchange of information as a result of such research with national programming. The availability of such social data in the respective countries might also help to determine the scope and extent of further international assistance in this field.

59. The Group noted the objectives of the World Food Programme and suggested that further benefits in the social welfare field could be derived from the expansion of its existing activities. In addition, the provision of surplus foods through other programmes may be expanded and used to supplement cash assistance to the needy through existing public assistance programmes in the countries of the region.

GROUP IV/3

REGIONAL CO-OPERATION—RECOMMENDATIONS AT THE ECAFE EXPERTS' GROUP IN APRIL, 1963

The Group felt that regional co-operation in terms of research, training and general exchange of information in the field of social development planning needs considerable expansion.

In the field of research, one aim of regional co-operation should be to select a common set of problems, to evolve a common set of concepts and definitions and to collaborate in research projects of common interest. Research on criteria for allocation of resources, on methods of reducing the cost of social investment (for example in the field of building materials), on the interaction of economic and social factors in development at various levels, on the techniques of social programming, on the application of cost/benefit analysis to projects in the social field on a case study basis, and on projections of human resources needs, is particularly needed on a regional basis, since no one country by itself has the required comparative data or research evidence to provide an adequate basis of policy.

The Group felt the need for some kind of regional clearing arrangements for exchange of information and specialists in the field relevant to social development planning. It was suggested that a directory of research centres or institutes active in the field of social planning in this region be compiled by ECAFE in co-operation with UNESCO ; also that an annotated bibliography on social development planning containing information on research done or in progress, whether in this region or outside it, be compiled by the agencies concerned. Appropriate revisions of this compilation as well as other material relating to social development planning could be issued in the form of a periodical by ECAFE or UNESCO. The existing services of the UNESCO Research Centre on Social and Economic Development in Southern Asia in this field were noted.

Training in the fields of social development and in social planning generally, especially at the higher levels, was also mentioned as another area which tends itself to regional co-operation. In this connection, it was suggested that the Asian Institute for Economic Development and Planning as well as ECAFE should consider the inclusion or expansion of training and research in the field of social development planning.

The Group felt that it is vital for the United Nations and the specialized agencies to work in close co-ordination. It is necessary to ascertain the total requirements for action by the United Nations family in the social development fields, so that the various agencies can make their contribution towards meet-

ing them, each within its respective field of competence. In this manner, the joint efforts will contribute to the solution of the total problem.

Equally important is the division of labour among various countries in this region in order to achieve accelerated development and avoid duplication of efforts. Prototype projects can be started in countries which offer special advantages and the results shared by all. Moreover, the Group strongly endorsed the proposal that a group of countries with common problems and needs might begin to think in terms of co-ordinated and joint planning both in the allocation of resources and determination of priorities as well as in programme implementation. A programme for the control and eradication of infectious and communicable diseases in one country, for example, would suffer a setback if a neighbouring country did not carry out a similar programme.

The Group concluded that periodic regional meetings of policy-makers concerned with social development planning would be extremely helpful for exchanging information and clarifying issues. The hope was expressed that meetings similar to the present one might be held at appropriate dates in the future. The scope of such meetings may be widened to cover other major problems in the field of social development planning.

OTHER PAPERS

AFGHANISTAN

Social welfare involves rendering services to society in order to relieve individual sufferings and family handicaps, and to improve social life. It includes preventive measures that is to provide timely amenities and services to save vulnerable individuals, families and groups from slipping from the brink of poverty in to the slough of despondency and destitution. With the modern concept of a Welfare State that has been widely used in political discourse only since early 1940's and is therefore much newer than either (laissez faire) (which dated from early 1700's) or socialism which dates from about 1830's, social welfare comprises a minimum standard of economic welfare for maintaining man's physical well-being and a comprehensive network of constructive services in the social field, such as public health, social welfare and social education.

2. Mankind has now reached a stage of political development and it has become the manifest concern of every state to proclaim that it stands for achieving to guarantee the welfare of its citizens irrespective of creed, colour, sex or religion. That means that we live in a world of progressive ideas and any State has to undertake planning for social welfare of its people.

3. There can be no welfare without securing to every individual the right to rest and leisure, the elementary essentials of adequate food, clothing and shelter, medical care, education and opportunities for recreation and cultural enjoyment and of providing the minimum components of good living.

4. The basis of planning for social welfare, implies the simultaneous and to some extent basic planning for economic well-being. The two go together and support each other. A large number of individual and social ills, though certainly not all, arise from unemployment, underemployment, economic want and relatively low standards of physical living. One of the most important aspects of social welfare planning is to prevent individual handicaps and social ills from aggravating or multiplying.

5. The idea of social welfare is not new to us ; it is an integral part of our national character and history. The role of the State in the promotion of social reform since 1930 has gradually been strengthened but it received an added stimulus during the regime of His Late Majesty Mohammed Nadir Shah.

My country, like others in Asia and the Far East, is making determined efforts to accelerate the rate of economic development and therefore in this way help acquire and maintain a high level of earnings.

With regard to the above mentioned reasons, the Afghan Government has directed much attention towards improving the human element through the extension of social services all over the country. In Afghanistan social services are rendered through the Government in the following fields :

1. Education
2. Health
3. Municipalities
4. Rural Development Department.

A. Education : Providing education and educational facilities are considered as one aspect of social services in our country. There are two reasons for the above statement :

First of all expenditures in the field of education are made through the Government budget because educational facilities are provided free of charge for all levels in Afghanistan. The Government provides boarding facilities and even some amount of pocket money to the students.

Secondly, education provides individuals with the necessary information and technical skill that help them to help themselves.

The programme of education in the country has to meet the following requirements :

1. Spread of literacy mainly through extension of primary education and the organization of courses for adults :
2. Encouragement of higher academic, scientific, technical and vocational education ;
3. Development of the Women's Welfare Society and
4. Training of personnel immediately required for the implementation of the future plans.

Following are the agencies working under the Ministry of Education and rendering educational services :

(*a*) Primary Education Department

(*b*) Secondary Education Department

(*c*) Vocational Education Department

(*d*) University

(*e*) Museums*

B. Health : Taking care of the health of the society is considered as a social service in many countries of the world specially those concerned with the economic and social development plans, that a society whose members are healthy can accumulate more wealth than one whose members are sick and unproductive.

In Afghanistan health protection is a sector of social services. The main objectives of the public health programme in our country are :

1. The eilmination of epidemics ;
2. The extension of preventive medicine and
3. The extension of curative medicine.

The above mentioned objectives are carried out by the following agencies :

(*a*) Avisena Hospital :

(*b*) Maternity Hospital and

(*c*) Children's and Mother's Health Protection Society**

C. Municipalities are the other means through which social services are performed in Afghanistan. Municipalities are mainly dealing with solving the problems arising as a result of the increase in population in their respective towns. These problems are :

1. Water Supply
2. Drainage and Sewerage
3. Roads and Bridges within the Towns
4. Housing
5. Lighting
6. Slum Clearance
7. Price Control of Foods etc. sold in Towns

D. Rural Development Department : To improve the economic, social and cultural life of village communities is the main task of the Rural Development Department. This task is carried out by a comprehensive plan comprising, agricultural extension, rural helth and sanitation, cottage industry, rural housing, sanitation and social welfare. The Rural Development Department is helping the people by acquainting them with new ideas, technical information and social changes. The Rural Development Department has established the following project centres in various areas within the country.

1. Gulzar Training Centre

** Many other medical institutions and hospitals related to the Faculty of Medicine, in the University of Kabul exist.

2. Shewaki Project
3. Loghar No. 1
4. Loghar No. 2
5. Parwan Project
6. Nangarhar Project
7. Nooristan Project
8. Paich Valley
9. Gazni Project
10. Khost Project
11. Kandahar Project
12. Bamian Project
13. Panjab Project.**

As mentioned at the very beginning of this paper the status of social administration in relation to public administration is of a very close nature. The reader will realise this from the preceding pages. Hence we will not endeavour to separate one from the other.

Women's Welfare Society : The society was founded in 1946. The aim of society is to associate women of all communities in Afghanistan for the promotion of the social, civic, moral and educational welfare of women and children ; to work for the removal of disabilities of women and to promote such conditions that under-developed women of Afghanistan will assume full development in educational, social, cultural and economic fields. There is also Afghan Cultural Education Association for Women controlling illiteracy among the women of Afghanistan.

Scouts Association : This association affords training in citizenship and inculcates selfless service to the country and humanity. Both boys and girls are its members.

Red Crescent Society : This society is functioning in this country since a very long time. Its main aim is to help destitute and needy people who are affected by tragical events like earthquakes, floods, fires etc. In the beginning, it was a national society but later on it was converted and took the shape of an International Society.

Beggars' House : Its main objective is to help the handicapped, orphans, beggars and all other persons who are not able, for one reason or another, to

**A number of these are completed. some have reeently begun and some will commence in the near future.

work and provide themselves with the primary necessities of life. Such persons are fed, housed, and trained in many crafts such as, tailoring, carpentry, shoemaking, hosiery, embroidery etc.

It will not be out of place to mention here that this semi-Government organizations receive annually considerable amount of money from the Government, the Red Crescent Society, the Municipality, other private organizations and wealthy people of the country.

It will be interesting to note that since the creation of this organisation, a considerable number of the beggars from the streets have disappeared and today they are in a position to provide for themselves.

Before concluding this part of our topic one has to notice the increasing number of private individual donations in many social and social welfare fields and it is hoped that in the near future these individuals will coordinate their goodwill in the actual sense of the term.

International Cooperation in Social Welfare : The principles of international cooperation in the development of social welfare in Afghanistan are following the same pattern as in other developing countries of this geographical area, with the exception of minor differences on account of the pecularities of each country.

International cooperation in the development of Social Welfare Administration has two different aspects. Firstly, the International Organisations as, WHO and secondly Governmental and private organisations of friendly countries such as U.S.A.I.D., TECHNO-EXPORT (U.S.S.R.), the affiliation of the Faculty of Economics, Kabul with the Faculty of Economics of the University of Cologne (West Germany), the Asia Foundation (U.S.) etc.

In addition to the United Nations and its specialised agencies, other foreign welfare organizations have extended the benefit of their fund and specialised personnel to specific welfare organizations in Afghanistan, and most of them have also established small offices to help and supervise the aided work. They are as follows :

1. United Nations and its specialized agencies.
2. Agency for International Development (US)
3. Asia Foundation
4. Care-Medico
5. Peace-Corps (U.S.)

United Nations International Children's Emergency Fund : Unicef is the largest international effort to improve the health and welfare of children. Today, most countries of the five continents receive Unicef-aid and most children in the underdeveloped areas of the world have the benefit of Unicef programmes.

Unicef activities in Afghanistan started in (1950). Value of Unicef assistance to Afghanistan up to the end of 1963 totals ($2969,200). This aid is predominantly in the form of supplies and equipment which is a distinguishing feature of Unicef operations.

Unicef provided Afghanistan with medical equipment for the rural health centres, teaching and demonstrative equipment for the training of nurses and mid-wives, as well as drugs and milk powder.

Nurses and mid-wives and doctors under Unicef's fellowship programme had the benefit of acquiring higher and professional training. To help the Government to combat mal-nutrition amongst young children Unicef provided milk and drugs.

World Health Organization : For various projects connected with malaria control, child health and nursing, tuberculosis, the World Health Organization has provided assistance to Afghanistan by way of expert technical advisers, training etc.

Among the more important fields in which Afghanistan has benefited from W.H.O. is control of malaria disease and tuberculosis.

The Asia Foundation : This American private philanthrophic organization has started its activities which are more concentrated on providing educational facilities since 1957.

In the field of the cooperation of International Organizations the pattern followed is similar to that established in other countries of this region, while the social, geographical and demographical pecularities of the country make the main difference and are borne in mind. However, the difficulties, encountered in the implementation of this cooperation are similar to those existing in the other countries of this geographical area. They are, for example, illiteracy, poor health. the lack of technical knowledge etc. Any information concerning any International Organization in relation to its work in Afghanistan will be forwarded on request.

Information concerning the fields of cooperation of organisations with friendly governments with Afghanistan can also be had on request.

CONCLUSION

As it was mentioned earlier there exist no private organizations in the field of social and social welfare. Hence the Government has to carry all the burden. Therefore such task places a heavy responsibility on the Government which due to its innumerable obligations, lacks the necessary capital and necessary personnel. Hence one wishes that the Government make bigger endeavours in shifting this burden gradually to provide agencies and to be instrumental in forming the media for establishing ways and means for this shift of duty and one wishes further that administrations be better equipped to

carry out this responsibility and we appreciate the services rendered by international organisations that also share this burden. It is hoped that these sources of international cooperation will direct their attention towards a better undersianding of the nature of the difficulties of the country and prevent unnecessary waste. It is also wished that these sources will encourage further assistance initiated through private organisations.

We are sure, that this Seminar will be able to give the necessary information as regards the means and methods concerning the better development of the four points (items) which will be discussed at this Seminar and we thank the Indian Government, the India International Centre, the Association of Schools of Social Work in India, and the Indian Institute of Public Administration for making the Seminar possible and inviting Afghanistan to participate.

NEED AND SCOPE OF RECRUITMENT AND TRAINING IN THE EMPLOYEES' STATE INSURANCE SCHEME IN INDIA

A. N. AMBO

The employee's State Insurance Scheme is a significant landmark in the history of social security in this country. Started on a modest scale, it seeks to protect industrial workers against certain well-recognised contingencies viz. sickness, maternity, disablement and death due to employment injury apart from medical care in all contingencies. It affords protection currently to over 20 lakh employees and about 21 lakh family units for medical care (altogether about 84 lakh beneficiaries) in 160 centres in the country.

The administration of the Employee's State Insurance Scheme has been entrusted to a statutory Corporation consisting of the representatives of Central and State Governments, employers and workers, the medical profession and the Indian Parliament. The Corporation is assisted by a Standing Committee and a Medical Benefit Council. The chief executive of the Corporation is the Director General. At the regional and local levels, there are Regional Boards and Local Committees patterned after the Corporation. For administrative purposes, the country has been divided into regions (corresponding to the States) under the charge of Regional Directors. It is a three-tier set up. At the base is the Local Office in each industrial centre where the scheme is implemented. These Local Offices are grouped into regions ; each region is placed under a Regional Director. The over-all supervision as also financial and administrative control as a whole and sample checks are centralized at the ESIC Headquarters. Local Offices receive and scrutinize claims and disburse benefits. Regional Offices are responsible for the collection of contributions, for determination of long-term benefits, for liaison work with the State Government besides over-all supervision of subodinate offices in their respective regions.

Recruitment

Faced with the gigantic task of setting up of a country-wide organization to provide benefits to about three million workers all over the country ultimately, there were no experienced personnel available, this being the first measure of its kind in India. Consequently, the implementation of the Scheme was staggered and it was started by way of a "pilot" scheme in Delhi and Kanpur in 1952 convering about 15 million workers. The first endeavour was to collect a team of officers with enthusiasm and with necessary knowledge to plan for the execution of the Scheme. The difficulty was all the greater because the appointments to the organization lacked prestige, patronage and power normally associated with the posts falling under other Government departments. Besides,

the appointment lacked all glamour. Nevertheless slowly and gradually the Corporation succeeded in building a small team of highly qualified and enthusiastic officers who strove every nerve to complete both at Headquarters as well as in the field. the work necessary for the implementation of the scheme, Staffing of the Corporation is governed by a statutory provision (Section 17 (2) of the Employee's State Insurance Act) whereby the Corporation is authorised to employ such other staff of officers and servants as may be necessary for the efficient transaction of its business provided that the sanction of Central Government shall be obtained for the creation of any post witha maximum monthly salary of Rs. 500/- and above, Every appointment to posts carrying a maximum monthly pay of five hundred rupees and above is required to be made in consutation with the UPSC. Recruitment of other staff is regulated by the Recrultment Rules which the Corporation is statutorily required to frame. According to these Rules, posts other than those which are filled up through the UPSC, are filled by means of a written test. Supervisory posts i e. Head Clerks and above are, however, filled up by departmental promotion from lower ranks. In cases, however, of posts of intermediate level i. e. Managers and Inspectors certain percentage of vacancies are filled in by means of direct recruitment.

The ESIC has a separate 'Personnel Section' at H. Qrs. (Establishment Branch) which is responsible for planning. arranging and supervising the recruitment of the staff besides laying down rules and regulations therefore as required under the statute.

Training

The importance of 'training' in a social security organization need hardly be emphasized. It is the responsibility of the social security administrator that the beneficiaries feel satisfied that they are getting what is due to them under the national scheme and getting it in good time, It cannot, therefore, be gainsaid that the administrators of the Scheme of social security should invariably be trained with a view to enable them to derive from it the necessary insight in to the art and techniques of the modern and forward-looking social security administration reflecting in its every operation the noble aspirations which underlie and motivate the programmes which they are called to administer. It is not sufficient to provide administrators of different types of schemes only with theoretical solutions. It is equally nccessary that they should also be given the practical guidance of a technical character. Training should be extended down and into the very job-on-the spot to ensure full understanding and competence. This means training the trainers and realization and acceptance of the fact that every Manager and supervisor at all levels must devote sufficient parto f his time to training his subordinates until they are really competent.

It is in appreciation of the need and utility of the training in a Scheme of social security where the workers called to implement the social security programme require a reorientation of thinking and the acquisition of a broad knowledge for handling the many human problems and the corresponding techniques to meet them that the ESI Corporation has, from its very inception, aimed at having a training policy and organisation to handle large complement of staff recruited for implementing the Scheme in the country. The introduction of the Scheme was, however, 'staggered' so that more exprience could be gained

in one or two areas initially before proceeding to other areas. When the pilot scheme was implemented, "on-the-spot training" became available to certain members of staff who were subsequently transferred to new areas.

Fullfledged training courses were conducted for the training of the staff when apart from the instructions in techniques and procedures, training was also given in the general organisation and working of the Corporation. Subsequently, when the scheme was implemented in other areas, staff from these "pilot arces" were made available to train the new staff in other areas. This worked to form a chain of trained personnel at each new area. The Officers at the intermediary levels i. c., Local Office Managers and Head Clerks were also given practical and theoretical training.

Assistance of the International Labour Office was also sought ; theysent experts who conducted training courses for officers and supervisory staff who in turn were subsequently utilized as trained instructors for training other members of the staff.

Now that most of the areas have been covered in the country, the officers at the intermediary level are given comprehensive induction and training on their first appointment. Those who are in service are also placed on refresher courses. The training needs of the personnel at this level, which are of a uniform character, are determined in advance and the schedule of training keeps consistently to these needs. For Managers of the Local Offices, which are the nerve centre of the organisation, a well-designed course of training on a regular basis was introduced in 1961. The training programme consist of theoretical and practical aspects of the Employees' State Insurance Scheme including administrative and accounting procedures. The training normally spreads over a period of 2-3 weeks. The knowledge and re-orientation gained by the trainees are tested by test-questions and discussions at the end of the course. However, there is no system of conducting a regular examination for these trainees. While selecting the subjects for the trainees, attention is paid to the nature of their duty. Apart from this, a broad general view of the history, concept and rationale of Social Security Schemes is also given. Improvements and additions in courses are made on the basis of the past experience and evaluation report of the trainees themselves about the utility and the contents of the programme. Practical administration and study of the economic workmethods and procedures on various tables at the regional headquarters is also arranged as a part of the training programme. Th effectiveness of training is evaluated by means of evaluation sheets on which the opinion of the trainees in regard to utility and purpose-fulness of the training are invited. The training programme for the intermediary level (supervisors) i.e., Local Offiee Managers and Inspectors is conducted from the Headquarters where a separate Training Cell under the overall charge of the Joint Insurance Commissioner with an Assistant Insurance Commissioner, has been set up.

In addition to the above, detailed printed instructions on almost all work-procedures, Act and Regulations setting down all times of work at the Regional Office are issued from time to time with a view to assisting the staff by way of refreshing them.

For an executive of a developing country it is very essential to keep abreast of the latest developments in the realm of Social Security, particularly in Asia. With this object in view the Corporation is making use of the available opportunities of sending senior officers on fellowships to foreign countries —Western as well as Asian. We would also welcome experts from other countries but it will be to everyone's advantage if they are from fellow Asian countries. This is necessary because the stage of development of Social Security and the problems in developing countries are different from those prevalent in the Western countries. It is felt that the expert coming from Western countries should be associated with expert from Asian countries for some time so that there can be proper appreciation of the problems in the developing countries like ours. This would facilitate the correct advice in keeping with reality of problems in the developing countries. Obviously it would be incorrect to compare the morning rays of our Social Security in India with the mid-day blaze of Britain and other Western countries where comprehensive schemes of Social Security are in operation for a long time. It will be of interest to know in this connection that the Asian Regional Training Course on Social Security Administration was organized by the International Labour Office in 1960 in New Delhi and the main object of this course was to examine the basic principles and techniques of administering Social Security, to study their application in India in various programmes, to compare notes with similar organisasations elsewhere in Asia and other countries and finally to endeavour to apply the benefit of such experience to Schemes prevalent in each country.

The need for a regular training institute for all the employees of the Corporation is also under consideration. This has, however, to be decided in the light of the need for economy and of the fact that fresh in-take in the organisation does not justify continuous training under a regular training institute. But if the integration of various Schemes of Social Security were to be ensured as advised by the Study Group there would indeed be a strong case for the establishment of a fulfledged training institution.

A NOTE ON SOCIAL WELFARE ADMINISTRATION IN THE STATE

GUJERAT

(1) Balanced Social and Economic Development

While speedy economic development is of utmost urgency, no nation can afford to neglect the social development *viz* : the human resources. Not only in the material sense, investment in human resources is necessary for a full-fledged economic growth, even in its non-material and ethical values, attention to the social development is necessary.

(2) The importance of Social Administration

For the speedy and efficient development of social resources, an efficient and well coordinated administrative machinery is absolutely essential. Social administration is now established and recognised as a specialised sector in public administration and every effort has to be made to streamline the machinery so that the growing volume and variety of development work can be adequately tackled. The traditional machinery may not prove effective enough to respond to the new demands made on it and therefore, it is very essential that concerted thought is devoted to the development of a sound administrative structure.

(3) Theme of the Seminar

The Seminar at Delhi is going to discuss the following subjects :

(i) Spell out the relative roles of State and voluntary agencies in organising welfare services ;

(ii) Suggest suitable patterns of welfare administration in relation to public administration ;

(iii) Define the proper status of social administration in the scheme of public administration ; and

(iv) Secure international cooperation and assistance in the development of welfare administration, on a more systematic basis.

As regards (i), while increasing responsibility for the Social Administration in a Welfare State is bound to devolve on the State, especially in the sphere of protection, advancement and welfare of the weaker sections of the population and backward sectors of the people, and implementation of the social welfare legislation in this regard, it goes without saying that voluntary agencies will have, by far, a very important role to play in organising welfare services.

The statutory responsibilities for the enforcement of the social welfare laws and the institutional services under the various protective acts will, in the nature of things, rest on the State Governments. However, the voluntary agencies will have a very vast sphere open to them in the field of preventive services and constructive services. A few illustrations of such services are the child care service, play grounds, youth welfare, physical, social and emotional development of children, community development services on a small regional basis, social education, women's welfare, education and welfare of the physically handicapped, publicity and propaganda for all welfare schemes launched by the State Governments, creating public opinion for receiving certain advanced legal measures and preparing ground for their implementation etc. For a long time to come, due to the dearth of adequate resources on the part of the State, the voluntary agencies will be fulfilling a vital role in extending and organising all the above services. It however goes without saying that the voluntary agencies will also try to evolve standards of their services, by employing trained and properly oriented personnel, providing minimum standards in the institutions run by them, and conforming to the minimum requirements stipulated by the State or under the various enactments. It is appreciated that supervisory and inspectoral service will have to be retained with the State in order to evolve uniform patterns of welfare administration.

(ii) Welfare Administration has to be accepted as a part and parcel and a very essential one of the public administration. It is therefore necessary to evolve specially trained cadres for the welfare administration, so as to ensure minimum conditions of service, security of the career and permanance of tenure etc. for the welfare workers. While the administrative heads may belong to the administrative cadres it is essential that executive heads of the various welfare departments will have to specially train experienced welfare personnel. Some thinking has already been devoted to the subject at the various sessions of the Indian Conference of Social Work, However, no crystallisation of thinking has taken place at the State or Central Government level. It is expected that a seminar like this will help to further crystallise thinking in this sphere.

(iii) Social administration should be accorded recognition as a specialised branch of administration, requiring specialised training and approach to the problems. As indicated above, formation of a specialised cadre of social administration as a part of public administration will be highly desirable. The various schools of social work in India which award a post-graduate degree or diploma in social work are recognised as training course in social welfare administration. However it is felt that the training being imparted at these Schools or Universities at the post-graduate level is more theoretical and the students do not have a sufficient background of social administration. It would therefore be desirable if, as a part of the training programme, the students get opprtunities of placement in field work where they may get special facilities for actual day-to-day administration and not merely as observer. Even now the schools of social work do prepare students for specific fields and give them a brief placement but they have hardly any opportunities to do work by themselves. The placement agencies are not willing to give them specific tasks or responsibilities, and tolerate them as mere spectators. It would therefore be highly desirable to develop specialised

field work facilities involving actual day-to-day administrative duties in these agencies.

Governments will remain by far the largest employers of social welfare personnel. It is therefore of great importance to evolve in-service training programmes suitable for the needs of all these various departments of social welfare. The in-service training, while being brief, can be more purposive and well directed, giving trainees actual insight into the problems of day-to-day administration. It will therefore be desirable that all the state governments run social welfare administrative training schools to meet the multifarious needs of such departments. The in-service training can be followed by orientation courses and refresher courses at regular intervals. They should also give the social welfare personnel the much needed period of refreshing and re-vitalising their outlook and methods. Research sections should be attached to each one of the social welfare administrative training schools, which can study the methods and techniques of social administration and suggest changes to the State Governments as and when necessary.

Such training should also contribute a great deal towards raising the minimum standards of welfare services and welfare administration.

(iv) The international cooperation is available in the field of social welfare administration from a variety of agencies such as the United Nations specialised agencies, Ford Foundation, CARE etc. It is highly desirable to work out a pattern of coordinated use of the facilities available. Very often it is found that the international assistance is not being fully utilised for want of proper organisational structure. This should not be allowed to happen and attempts should be made at the Central and the State level to see that channels of international cooperation are not blocked on account of administrative bottlenecks, lack of sanctions etc. Very often the availability of international aid for several programmes is not sufficiently publicised with the result that the voluntary agencies who are very keen to avail of these facilities are left out. It would be desirable if a central agency makes known the types and variety of international cooperation available to the agencies intending to avail of them. As most of the international aid is channelled through the Governmental agency, it may be worthwhile considering a central organisation for this purpose.

A NOTE ON SOCIAL WELFARE ADMINISTRATION

MADHYA PRADESH

Introduction :—In describing the pattern of Social Welfare Administration obtaining in Madhya Pradesh it is necessary to give as an introduction the special feature which obtains only in Madhya Pradesh at present.

Madhya Pradesh was the first State to set up a separate Ministry of Social Welfare in 1953 and a Directorate that deals with Panchayats, Social Welfare and Social Education and thus adopted an integrated approach to Social Administration. This has been continued and strengthened in new Madhya Pradesh. Apart from organizing, development and strengthening the Panchayats as the lowest administrative and development units, the integrated approach has enabled the utilization of the services of the Panchayats for widening thc horizon of the lives of the rural people and in making the Panchayats indentify themselves with the concept of social and eeonomic development. The Social Education Organisers and Mukhya Sevikas who are under the administrative control of the Directorate of Panchayats and Social Welfare in Madhya Pradesh are trained to work in a wider sphere than their job-charts prescribe particularly in the field of Social Education. They are responsible for the organization and supervi sion of circulating libraries, reading rooms, cinema shows, kalapathak p rogramme, adult literacy classes, distribution and utilization of social education literature, radio rural Forums and women and children's radio clubs.

This integrated approach would be further strengthened with the adoption of the Madhya Pradesh Panchayats Act of 1962 which provides—for the following functional committees at different levels for handling Education and Social Welfare :—

Village Panchayats

1. Education Functional Committee—for education including Social Education.
2. Social Welfare Functional Committee—for social welfare, women and child welfare, removal of untouchability, relief of distress in emergency, health and sanitation.

Janapad Panchayat

1. Education Standing Committee—for education including Social Education.

2. Social Welfare Standing Committee—for social welfare, women and child welfare, removal of untouchability, relief of distress in emergency, temperance and prohibition, health and sanitation.

Zilla Panchayat

1. Planning and Community Development Standing Committee—for Planning and Community Development.

2. Education and Social Welfare Standing Committee—for education including social education and social welfare.

It would therefore be evident that approach of the Directorate of Panchayats and Social Welfare in Madhya Pradesh to Social Administration is an integrated one. To this end the structure of personnel has also been attempted to be integrated as will be seen from the information given hereafter under item 2 of the theme of the Seminar.

Theme of the Seminar

Information on the four broad heads of discussion in the Seminar are given below in the light of the above background :—

1. RELATIVE ROLES OF STATE AND VOLUNTARY AGENCIES IN THE ORGANIZATION OF SOCIAL SERVICES

(*A*) *State agencies*

Social Welfare (*urban areas*). By and large the role played by the State has been to sponsor and maintain specialized services in urban areas in the fields of social welfare particularly where voluntary ; they include—

(i) Institutions under Social and Moral Hygiene.

(ii) Institutions under After-Care Services.

(iii) Payment of stipends and financial assistance for mechanieal appliances like prosthetics, hearing aids etc. to physically handicapped children.

(iv) Institutions for the handicapped (only two for blind and deaf and one for orthopaedically handicapped children so far opened as against six voluntary institutions for blind and deaf-mute).

(v) Integrated education of the blind.

(vi) Destitute Women's Homes 2 already started and 2 more are to be set up. There is no voluntary organisation in this field.

(vii) Social Defence programmes (these have not yet been taken up as a new Children's Bill is being adopted).

It is important to mention, however, that each institution set up by the State has a Committee, some called Managing Committees as in the

case of Social and Moral Hygiene and After-Care, and some called Advisory Committees but both having approximately the same types of functions. In these committees both officials and non-officials are represented. These committees see to the overall working of the institution, control the admission and discharge of inmates, deal with such things as arrangements for marriage, medical care, education, training, food, clothing etc. It is obligatory on part of the officer in charge of an institution to generally abide by the decisions of such committees.

It is likely that for some time to come the State will need to play the role of pioneers in most fields of social welfare. The very set-up of the new Madhya Pradesh has made this unavoidable. Madhya Pradesh consists of a large number of former Princely States where hardly any social welfare services existed before the advent of independence. A tradition of social work would need a long time to grow up.

(ii) *Social Welfare (rural areas).* The general welfare services in rural areas as are conducted by the State agencies include only those that come under Social Education Schemes of Community Development Projects. They include—

- Mahila Mandals
- Youth Organizations.
- Smokeless Ovens
- Applied Nuturition Programme.
- Balwadies
- Community Centres etc.

(iii) *Social Education (rural areas).* Practically the entire Social Education programme in rural areas is at present State sponsored though some of these programme are conducted through the Panchayats. The activities include—

(*a*) *Adult Literacy classes.* conducted by part-time teachers in villages. The State bears entire expenditure on remuneration and contingencies like books, slates, lamps and kerosene oil. The panchayats offer accommodation.

(*b*) *Circulating Libraries.* The expenditure on books, boxes, locks, registers, forms etc. is borne by the State. The Panchayats bear expenses for their circulation from village to village every four months.

(*c*) *Reading Rooms.* The State gives full recurring and non-recurring grants to elected Panchayats for maintaining these.

(*d*) *Kalapathak Programme.* The State maintains 23 full-time parties in the State each consisting of 7 Kalakare.

(*e*) *Cinema Vans.* The State maintains 23 units.

(*f*) *Community Listening.* (i) in the tribal areas, the State bears full cost of radios and batteries.

(ii) In the other areas, Panchayats have to bear only 25% of the cost of radios and license fees are borne by Panchayats. Batteries are supplied at reduced rates.

(*g*) *Literature.* All literature is produced by the State and supplied free to Panchayats.

B. *Voluntary Agencies*

(i) *Social Welfare (urban areas).* The main activities conducted by voluntary agencies in urban areas include—

(a) Maintenance of orphanages.

(*b*) ,, ,, balwadies.

(*c*) ,, ,, training centres in training, embriodery, sewing etc. for women.

(*d*) Condensed courses of education for women.

(*e*) Socio-Economic Programme (State Welfare Board).

(*f*) Family Planning Centres.

(ii) *Social Welfare (rural)*

(*a*) Mahila Mandals,

(*b*) Balwadies.

(*c*) Craft training centres.

(*d*) Family Planning Centres.

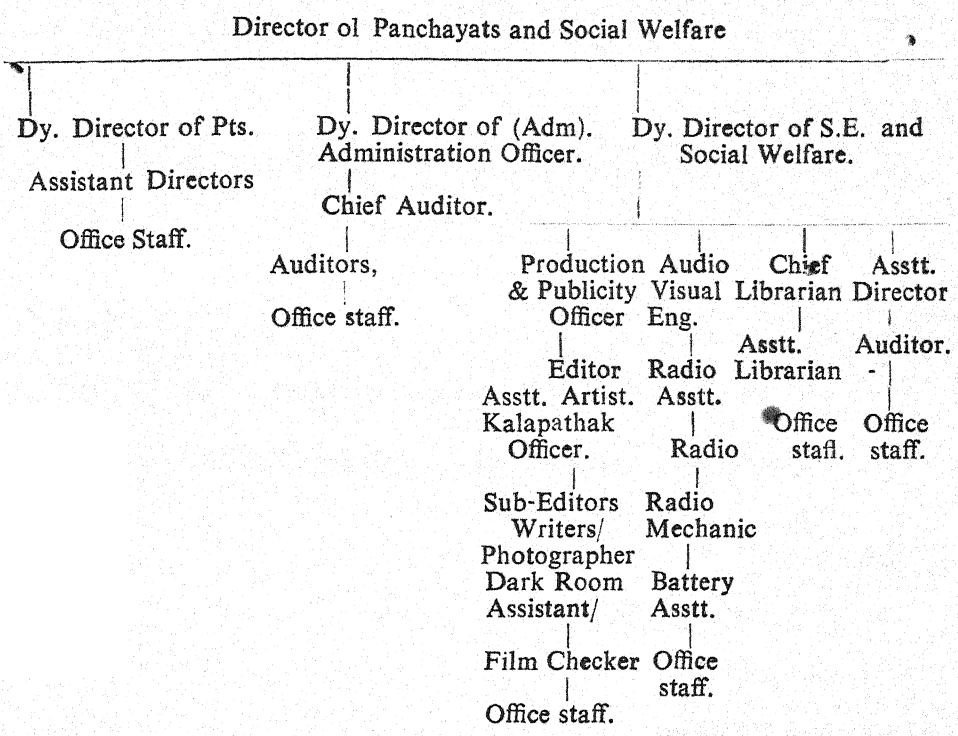
(*e*) Social Welfare Extension Projects (41).

(iii) *Social Education (urban and rural).* Adult Literacy classes. The total of these do not exceed 100.

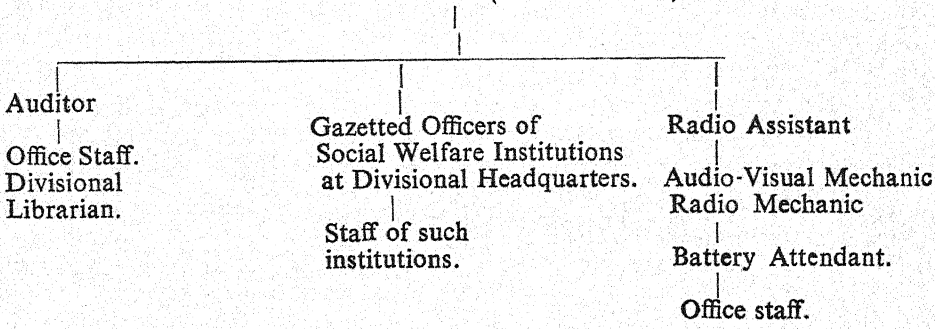
2. THE PATTERN OF SOCIAL WELFARE ADMINISTRATION AT THE STATE AND LOCAL LEVELS

Having adopted an integrated approach to social welfare, the pattern of administration had to be adapted to meet the needs. The administrative pattern of the Directorate of Panchayats and Social Welfare in Madhya Pradesh will be clear from the following diagram :—

Directorate level :—



II. *Divisional level (Seven Divisions)*



III. *District Level*

Sub Auditors | Office staff | Non-Gazetted staff of Social Welfare Institutions → Other staff | Radio Mechanic | Battery Asstt. Operator.

IV. *Block Level*

Panchayat Extension Officer | Male Social Education Organizer & Mukhya Sevikas.

V. *Village level*

Village Assistant in Mahakoshal region,
Secretary Nyaya Panchayats-cum Supervisor Gram Panchayats in Vindhya Pradesh region.
Full-time Social Education Teachers.
Part-time Social Education Teachers.

3. STATUS OF SOCIAL ADMINISTRATION IN RELATION TO PUBLIC ADMINISTRATION.

Social Administration in Madhya Pradesh began only in November, 1956 when the new State was formed. Prior to this the different integrating regions of Mahakoshal, Madhya Bharat, Bhopal and Vindhya Pradesh had different forms of administration particularly for Panchayats. The integrated pattern having Panchayats, Social Welfare and Social Education existed only in Mahakoshal region.

Even now the set-up of Panchayats differ in different regions and it will be possible to bring about a uniformity only with the introduction of the Panchayati Raj when the Madhya Pradesh Panchayats Act, 1962 would be adopted.

As a consequence of these factors, Social Administration has yet to achieve the status already existing in Public Administration. To achieve the maximum efficiency certain steps have already been taken and they are continually being elaborated upon and are being intensified. The basic among them is the frequent training of Panchas and Sarpanchas, the village leaders, the Panchayat Secretaries on the one hand and the gram sevaks, social education organizer and mukhya sevikas on the other. There is also the Panchayati Raj training programme at different levels for panchas and officials.

The district panchayats and welfare officers most of whom have through knowledge of Panchayats, are being trained in social education and social Welfare techniques, programmes and philosophy.

The divisional panchayats and welfare officers, all of whom have thorough knowledge of Panchayats, would be trained in social education and social welfare gradually.

Programme for the periodical training of all other specialised staff like radio assistants, radio mechanics, trained social welfare, personnel, audio-visual programme staff, specialist officers of the Directorate for orientation to fulfil the needs of social administration are gradually being built up particularly since the integrated approach of the Directorate of Panchayats and Social Welfare has made this imperative.

4. INTERNATIONAL COOPERATION IN THE DEVELOPMENT OF SOCIAL WELFARE ADMINISTRATION

At present any international Cooperation in the social welfare administration within the fields dealt with by the Directorate of Panchayats and Social Welfare in Madhya Pradesh would appear to be negligible. There would appear to be considerable room for this, however. A good deal of experiments are being made in various countries either by themselves or through the help of international or national agencies in fields of mass communication, audio-visual techniques, rural and urban community organization methods, adult literacy and adult education technique's, Womens welfare programmes. child education techniques, welfare services for handicapped etc. exchange of personnel between centres short-term training in other countries in specific fields and exchange of authentic and contemporary publications on a wider scale would appear to be essential for the rapid improvement of Social/Welfare administration.

A NOTE ON SOCIAL WELFARE ADMINISTRATION

MAHARASHTRA

The relative Roles of State and Voluntary Agencies in Organizing Welfare Services.

1. The Directorate of Social Welfare, Maharashtra State Poona, deals with the welfare of Backward Classes such as Scheduled Castes, Scheduled Tribes, Vimukta Jatis and other Backward Classes. Similarly, it looks after children committed under the Bombay Children Act, beggars arrested under the Bombay Prevention of Begging Act, offenders released under the Probation of Offenders Act and habitual offenders interned in settlement at Bijapur under the Habitual Offenders Act besides the girls and women brought under the Suppression of Immoral Traffic in Women and Girls Act. In addition, the Directorate also deals with the work falling under the field of physically handicapped.

2. The welfare of backward classes mainly falls into 3 groups of schemes *i.e.*, (i) educational, (ii) economic and (iii) health, housing and other schemes.

(i) Education at all stages is free to backward classes. In addition to this they are given scholarship, freeship, examination fees etc. according to the funds made available. Government also encourages the hostels for backward class boys and girls with a view to enabling them to take education in places where accommodation is not easily available for them. There are as many as 750 hostels for backward class boys and girls. There are also 8 Government hostels in the State of Maharashtra.

(ii) In economic welfare backward class community has been given benefit of schemes like, loan-cum-subsidy to start cottage industries, reservation in employment, agricultural implements, bullocks and bullock carts, seeds, oil pumps etc. Since some of the schemes have been entrusted to the Zilla Parishads and Panchayat Samitis, the respective Zilla Parishads and Samities implement the schemes within the framework given to them.

(iii) Under other schemes. there are facilities such as giving housing aid, irrigation of wells, digging of drinking water wells, building roads, assistance to cooperatives, free medical aid, mobile medical dispensaries etc. These schemes also are implemented through the Zilla Parishads and voluntary agencies.

3. Under the correctional administration wing most of the work is statutory. Either the work is done through establishment of correctional administration institutions like certified schools, certified institutions, protective home,

beggars homes, habitual offenders settlement, probation hostels, state homes, Reception centres etc. The non-statutory work concerning the welfare is done through the Voluntary agencies or other organisations wherever possible, The non-statutory work includes running juvenile guidance centres. Youth clubs, grants to burnt out cases, running creches, organising balwadis of social welfare institutions etc.

4. Under the Correctional Administration wing of the Directorate of Social Welfare, the Maharashtra State Probation and After-care Association is a major voluntary agency which is a federal body and deals with the issues of many of the remand homes and the activities such as after-care programme *i.e.* supervising over the lads released from the certified schools or conducting a pre-licence enquiries of the boys, to be released or pre-marriage enquiries, vacation enquiries etc. through the probation officers who are deputed to this association. The district probation and after-care association which is a member of the State Association conducts activities in the districts such as running remand Homes and running after-care hostels or any other activities entrusted to them of non-statutory character. The Maharashtra State probation and after-care association is paid 100% grant-in-aid for conducting activities entrusted to it. The District Probation and After-care Associations are also given grant for maintenance of children committed to them or remanded to the District Association. In addition to the maintenance grants they are also given grants on pay of the staff and probation officers. Under the beggars schemes there are voluntary agencies which are paid grant-in-aid on *per capita* basis. The conditions and agreement for each voluntary agency differs on the circumstances prevailing in that institution or with that agency. Under the schemes of social and moral hygiene and after-care, the voluntary cooperation of the workers is enlisted as far as formation of managing committees for each reception centre, district shelter and State homes are concerned.

5. Under the physically handicapped programme, major cooperation is enlisted from the voluntary agencies in the form of running institutions like fellowship for the physically handicapped, sheltered workshop for the blind are also in the field. These organisations are paid either grant-in-aid *per capita* or on the actual basis or according to the grant-in-aid code rules. They are also paid building grants according to the rules from time to time.

6. Under the backward class sector, several voluntary agencies work in the economic, educational and other welfare of the backward classes. In education the voluntary agencies run balwadis, sanskarkendras, hostels, ashram schools etc. Under the economic schemes they collect data or implement certain schemes by themselves. Under other schemes like health, housing etc. the voluntary agencies implement the schemes according to the rules and regulations or terms and conditions prescribed for different schemes. The major voluntary work conducted by the voluntary agencies is in removal of untouchability, running ashram schools for tribals, organising forest cooperatives, industrial cooperatives, housing cooperatives etc.

6(a) There are no adequate voluntary agencies coming forward to work in the field of physically handicapped, mentally handicapped, old and infirm,

child welfare in general in rural areas and interior parts of the districts. At present the work of the voluntary agencies is more or less confined to the cities, whereas for the work pertaining to the tribal there are very few agencies who have gone to the interior parts of the districts and also at the district level. Their efforts and resources fall far short of the present need. Secondly as the work itself is in villages and in interior parts of the districts, it is absolutely necessary for the voluntary agencies to go into these areas if at all any work is to be done.

7. There is not one single agency either in the backward class or in correctional administration wing, which is dealing with the only scheme or a group of schemes. There is overlapping function of the schemes and there is a need for coordination either at the Centre or at the district.

8. *Pattern of social welfare administration at the national, provincial and local levels.*

There is a separate ministry for social welfare. The Secretary is for social welfare and as well for education. He is assisted by several under secretaries and other staff in the Secretariat.

There is a separate department headed by the Director of Social Welfare, who is directly responsible to the Secretary, Education and Social Welfare Department. The director is assisted by various deputy directors, assistant directors to deal with different groups or different branches of social work as correctional welfare, backward class welfare and welfare of physically handicapped etc.

At the divisional level, the divisional set ups have came into being since nearly last 3 years. The divisional officer assisted by his staff looks to the activities af the Directorate as far as his division is concerned. Till now the district officer was an independant officer for implementing the schemes of the backward class welfare throughout the districts. Since the inception of the Zilla Parishads, he along with his staff has been transferred to the Zilla Parishads for implementing the schemes in the district.

The inspectors are attached to the divisional level as far as correctional wing is concerned. Similarly there are inspectors in the districts attached to the Zilla Parishads to carry the work or assist the social welfare officers who are part and parcel of the Ziila Parishads.

Even there is no separate branch or an agency at the taluka level or village level of the social welfare department, most of the activities are run through the Block or Panchayat Samitis.

In addition to this public administration as mentioned above, the social welfare services are also organised by semi bodies at the State level like Central Social Welfare Board, Maharashtra State Social Welfare Board and Project implementing Committee at different places. The Maharashtra State Social Welfare Board has a wide organisation having administrative and functional duties.

Besides an independent department as mentioned above many of the social welfare services or schemes are being implemented through different Departments such as Agriculture, Public Health, Cooperation, Forest, Building and Communication Department etc. Each department has its own adminis-rative machinery reaching to the lowest level of the places.

9. *Status of social administration in relation to public administration.*

The present administration as mentioned above is completely Government machinery and is independent by its nature and contents. There are other bodies as mentioned above like the Central Social Welfare Board, All India Women's Council, Harijan Sevak Sangh, Adiwasi Seva Mandal etc. who receive grant-in-aid and participate in the work undertaken by the Social Welfare Department.

10. *Intetnational cooperation in the development of social welfare administration.*

There are a number of international organisations like UNICEF, WHO, UNESCO, working in specific fields. These international agencies extend technical and financial assistance to the developing countries to promote social welfare programme. Departmental candidates or persons are sent for training or observation through the above international organisations. Similarly, some of the voluntary agencies receive help from these agencies in the form of milk powder, clothing, machinery equipments for schools etc.

A NOTE ON SOCIAL/WELFARE ADMINISTRATION

MYSORE

Theme No. 1 : *Relative roles of State and voluntary agencies in the organisation of social services.*

The laissez-faire theory of the State which prevailed in the 19th century and had become embedded in the administrative theories of English political philosophers and continued to influence the political thought of the 20th century to some extent was the bedrock on which the administrative system of the British-Indian Government had been based. In addition, the British-Indian policy was one which was interested in the maintenance of law and order, pre-eminently. It was almost taboo far the British-Indian statesman to think in terms of social welfare or of a welfare State, in the conditions prevailing until recent times. We have not yet got out of that way of thinking to a large extent even today.

As a consequence of this, whatever social welfare measures or social welfare work were undertaken, they had been undertaken mainly by voluntary workers and associations : For example, on the probation and After-Care work relating to juvenile delinquents, etc. in the ex-Bombay State, a number of private voluntary associations known as the District Probation and after-Care Associations came into the field, and other similar bodies of workers played a vital role in whatever little social welfare or social defence work was undertaken in India prior to the attainment of Independence. Consequent upon the adoption of a Constitution by India with specific directives of State policy embodied therein, and with the adoption by us of the conception of a socialistic Welfare State, the theory of State responsibility for implementation of welfare measures came to be accepted as a matter of State policy in India.

The problem of social welfare is an enormous one covering aspects of social security, social defence, demography, adult education, prostitution, beggar relief, relief of the aged infirm and destitute, women and children's programmes and many other allied subjects. The very vastness of the problems facing a developing country today rules out the possibility of effective action by voluntary agencies over a stupendously large canvas. The State perforce has to shoulder the organisation of almost all social services and agencies. At the recent Conference of Secretaries and Directors of Social Welfare at Delhi, this matter was stressed by leading speakers like Dr. V.K.R.V. Rao, and it has been recognised that the field is now not so much for the voluntary agencies to work in, as for trained, regularly paid, professional workers, who will have to

be controlled and made to function effectively through the governmental executive agency. The role of the voluntary worker is becoming more and more restricted and narrowed down to non-specialised fields where training and research and know-how are not required in any large measure.

Thus we are faced with the logical conclusion of the State having to shoulder and pay for the organisation of almost the entire social services in a developing country. If this is not accepted by State Governments, it may lead in very many cases to duplication, over-lapping and fruitless pursuit of aims not attainable by voluntary agencies, in view of the lack of technical know-how and paucity of funds.

2. *The pattern of social/welfare administration at the national, provincial and local levels* :

The concept of social welfare, as has been seen, is a new and developing one, in India particularly. This has resulted in a number of departmental agencies undertaking various items of social welfare measures. For example, the orphanges in the State are under the control of the Education Department, the social defence measures dealing with the Children's Act, the Suppession of Immoral Traffic in Women and Girls' Act, the Habitual Offenders Act, the Probation of Offenders Act, etc., are being administered by the newly set up Social Welfare Department. Beggar relief is being administered by the Home Department through the agency of the Police. The question of the handicapped is being variously handled by the Medical, Education and other Departments. Security measures like old age pension, etc. in many States are being administered by the Finance Department, through the Revenue agency. In many cases this diversification of control of activities has led to fissiparious tendencies and overlapping of functions resulting in avoidable waste of funds and efforts.

This question also loomed large during the discussions at the last Conference of Secretaries and Directors of Social Welfare. One of the recommendations of this Conference was, therefore, to integrate the various agencies dealing with social welfare and security measures, including social defence, under one coordinated Central agency, at the governmental level, if not also at lower levels.

In this State we are having at Government level a Ministry of Social Welfare. The Director of Social Welfare is also ex-officio Chief Inspector of Certified Schools, dealing with the following questions :

(*i*) Welfare of the Backward Classes, like the Scheduled Castes, Scheduled Tribes, Denotified Tribes, Nomadic and Semi-Nomadic Tribes and other Backward Classes ; and

(*ii*) Social Defence Programmes under several social legislations relating to juvenile delinquency, prevention of prostitution, adult probation, etc.

There is a Social Welfare Advisory Board, a branch of the Central Socile Welfare Advisory Board at Delhi, which deals with grant-in-aid programmas

for the welfare of normal women and children by the establishment of mahila mandals and Balwadis. This Board also makes grants-in-aid to voluntary agencies in the field administering relief to the physically handicapped and mentally retarded persons while the State Government also is administering grants-in-aid for these purposes. The Social Welfare Department is also in the field, looking after the welfare of women and children of the backward classes of society.

Under the Department of Social Welfare, looking after social defence programmes, we have 18 institutions under the Children's Act run by the voluntary agencies, as fit-person institutions, for the reception of court committed children. These receive grants-in-aid from Government. Out of 18 remand homes established in this State 6 are managed by volutary agencies and the remaining are managed by the State Government. There is a State Advisory Board for social and moral hygiene and care and after-care programmes consisting of officials and non-officials to advise the Government in care and after-care programmes. Managing committees have been constituted for the state homes and the district shelters established under the social and moral hygiene and after-care programmes.

A diagramatic sketch of the pattern of social welfare administration in the State is appended to this note.

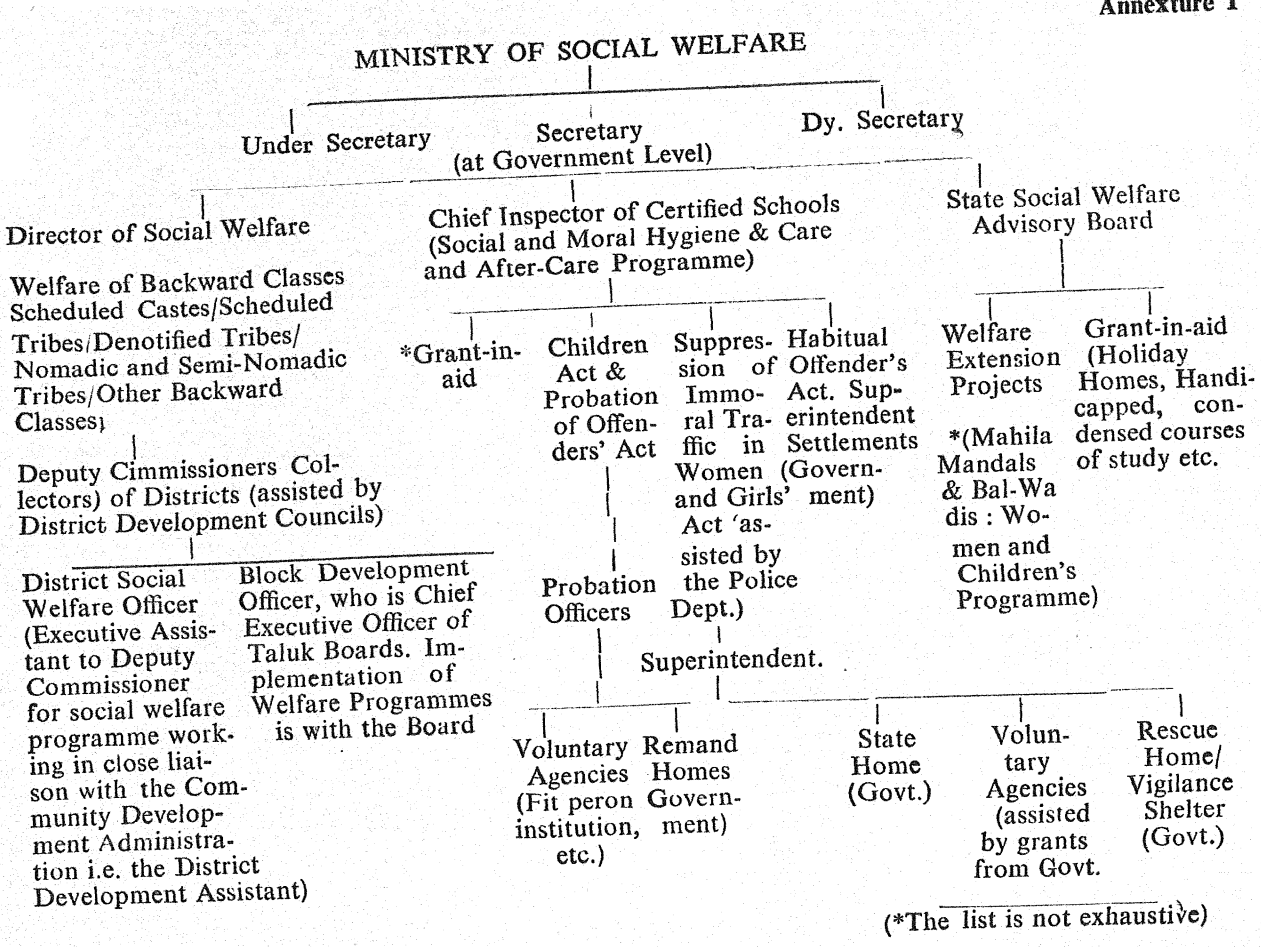
3. *Status of Social Administration in relation to Public Administration*

Under this scheme, if social welfare administration is intended to cover the role of voluntary agencies also, it would be desirable to have a regularly constituted hierarchy of social agencies/workers. These may include and provide for regularly trained and experienced voluntary workers administering voluntary agencies or working individually in their respective roles. In emerging countries it is desirable, that all these agencies are trained, guided with technical know-how and controlled both on the financial side and on the implementation side by the public administration, by which is meant the executive authority of the State Government. The very idea of the welfare state connotes a multi-pronged approach by the governmental agency to control the activities of the citizens of a State. The old distinction between what is called the Rule of Law and the Administrative Law is now giving place more and more to a monolithic conception of State authority working for the greatest good of the greatest number. In this context, social administration, if, by it is meant, a separate body of officials and non-official agencies working for the uplift of the neglected, handicapped and destitute sections of society—this should be assigned a relatively important role in the administrative set up of the particular State, as one of its wings. The question of treating social administration as an autonomous unit, within the purview of governmental activities, may also be considered ; though perhaps it is desirable to do so after certain period of transition during which these agencies may be put on probation/apprenticeship. This is necessary, particularly, because almost all these newly independent countries are first stabilising their own executive authority within their State boundaries. As such, it may be slightly premature to give an independent status to social welfare work.

4. International cooperation in the development of social welfare administration

International cooperation in this field would perhaps mean the exchange of ideas and among the workers and administrators in the field in the developing countries of the East, now recently freed from colonialism, wherein the pattern of social administration would have to be fitted within the framework of public administration, the conception of which also is fast undergoing a radical transformation. It would not fit in with the democratic process to envisage a stage where all activities will be controlled on the totalitarian pattern by the State Government. A great deal of decentralisation needs to be encouraged. In India the Panchayat would perhaps have to be more closely associated with the administration of social welfare programmes. In this field the experience of India may perhaps be of some utility to the other countries in the region. Similarly, the prevailing administrative and other arrangements in other countries may be of help to us in India, as also to others. It should, therefore, be possible for the Seminar to consider the question of pooling together the available experience and technical man-power of social workers and administrators in the various countries on a mutual exchange arrangement.

Annexture I



(*The list is not exhaustive)

Annexure II

DEPARTMENTS AT SECRETARIAT LEVEL

(I) PLANNING, HOUSING AND SOCIAL WELFARE DEPARTMENT MINISTER FOR SOCIAL WELFARE

Under Secretary | Secretary PHS Dept. | Deputy Secretary PHS Dept.

*(a) Director of Social Welfare

Directorate of Social Welfare

Assistant Director-I	Assistant Director-II	Special Officer	Women Welfare Officer
(Establishment—All Schemes for the welfare of scheduled castes, Govt. of India Scholarships)	(All Schemes for the welfare of other backward classes)	For scheduled and other tribes (all schemes for the welfare of scheduled and other tribes)	All schemes for the welfare of Women and children, belonging to Scheduled castes, scheduled tribes etc.

Deputy Commissioner

District Social Welfare Officer, Executive Assistant to Deputy Commissioner for Social Welfare Programmes, working in close liaison with Community Development Administration *i.e.*, District Development Assistant.

Block Development Officer is the Chief Executive Officer of Taluk Boards. Schemes pertaining to the Welfare of Scheduled castes and other tribes and other Backward classes are implemented by the Taluk Board.

**(b) Probation and After-Care Services Department Chief Inspector of Certified School

*Subject : Welfare of Scheduled Castes, Scheduled and Other Tribes, Other Backward Classes.

**Subject : Work under the Children Act, Probation of Offenders Act, Habitual Offenders Restriction Act Suppression of Immoral Traffic in Women and Girls Act, Welfare Services in Prisons, Social and Moral Hygiene and Care and After-Care Programmes, Grant-in-aid Programmes.

Senior Inspector of Certified Schools

Junior Inspector of Certified Schools	Assistant Inspector of Certified Schools	Lady Junior Inspector
(Inspectors of Major Institutions meant for Men and Boys)	(Inspection of Minor Institutions meant for Boys)	(Inspection of Institutions meant for Women and Girls)
Superintendents of Certified Schools Remand Homes, Settlement, Probation officers under the P.O. Act, Liaison officers, superintendent of State Home for Men,		Superintendents of State Homes, Reception Centres, Certified Schools for Girls.

***(c) Mysore State Social Welfare Advisory Board
(State Branch of the Central Social Welfare Board)

1. 3 Advisory Boards have been constituted at State level to advise the Government in the implementation of schemes for the Welfare of Scheduled Castes, Scheduled Tribes, Nomadic Tribes.

2. At District and Taluk levels, Sub-Committees of the District Development Councils and Taluk Boards review the work under social welfare schemes (*i.e.* schemes for the welfare of backward classes etc.).

3. An Advisory Board has been constituted at State level to advise the Government in the implementation of the schemes under the Social and Moral Hygiene and Care and After-Care Programmes to advise the Department.

4. Managing Committees have been constituted for the institutions established under the Social and Moral Hygiene and After-Care Programmes to advise the Department.

(II) EDUCATION DEPARTMENT

Minister for Education

Secretary Education

Director of Public Instruction

Superintendent of Blind Homes, Orphanages etc.

Subject : Blind Homes etc., Grant-in-aid to Orphanages Nursery Schools etc.

***Subject : Welfare Extension Projects in Community Dvelopment Blocks for the benefit of Women and Children, Grant-in-aid to the Voluntary Institutions working for the Welfare of Women and Children, Physically Handicapped persons.

(III) COMMERCE AND INDUSTRIES DEPARTMENT

Minister for Commerce and Industries

Secretary, Commerce and Industries

Director of Rural Industrialisation

Subject : Grant-in-aid Schemes assisting Mahila Mandals.

(IV) DEVELOPMENT, PANCHAYATI RAJ AND COOPERATION DEPARTMENT

Development Commissioner

Community Development Blocks — Integrated Child Welfare Projects

Balwadis—Mahila Mandals

(V) DEPARTMENT OF PUBILIC HEALTH AND MEDICAL SERVICES

Director of Medical Services — Director of Public Health

Grant-in-aid Schemes for Physically Handicapped

(VI) HOME DEPARTMENT

Inspector General of Police

Boy's Club — Beggar Relief

A SHORT NOTE GIVING THE FACTUAL ACCOUNT OF THE POSITION OBTAINING IN THE STATE OF MYSORE

In Mysore State, the work under the various Social Legislations and other Social Welfare Programme is looked after by the Planning, Housing and Social Welfare Department at Secretariat level. A Minister of Cabinet rank is in charge of this work.

The Probation and After-Care Services Department, which is under the administrative control of the Planning, Housing and Social Welfare Department is in charge of the implementation of the work under the various Social Legislations like the Children Act, the Probation of Offenders Act, the Suppression of Immoral Traffic in Women and Girls Act, the Habitual Offenders Restriction Act, Social and Moral Hygiene and Care and After-Care Programmes. Institutional Services have been provided under the provisions of the various Social Legislations. 8 Voluntary institutions have also been recognised as 'Fit Person Institutions' and 'Protective Homes'. 18 Voluntary institutions have been recognised as 'Fit Person Institutions' under the provisions of the Children Act. 2 Voluntary institutions have also been recognised as 'Prorective Homes' under the provisions of the Suppression of Immoral Traffic in Women and Girls Act. In Belgaum Division of the State, Voluntary Associations' known as 'District Probation and After-Care Associations' are doing good work under the Children Act. The State Government give financial assistance to these voluntary agencies which assist Government in the implementation of various Social Legislations and other Social Welfare measures. Financial assistance is also given to the voluntary agencies working for the welfare of physically handicapped persons. An advisory body is constituted at the State level to advise and assist the Government in the implementation of the Social and Moral Hygiene and Care and After-Care Programmes. The Minister for Social Welfare is the Chairman of this Board. Similarly, Managing Committees have been constituted for the institutions such as State Homes, Reception Centres, District Shelters established under the Social and Moral Hygiene and Care and After-Care Programmes.

The Mysore State Social Welfare Advisory Board, the state branch of the Central Social Welfare Board, implements schemes for the welfare of women and children throughout the State. The Board has started Coordinated Welfare Extension Projects for the welfare of rural women and children. The Board also gives financial assistance to voluntary agencies running Mahila Mandals, Balwadis and for the welfare of physically handicapped persons. The Mysore State Social Welfare Advisory Board has done good work for the welfare of rural women and children in this State.

Financial assistance is also given by the Government to the Nursery Schools, Mahila Mandals, Orphanages, etc. run by the voluntary agencies. Homes have also been started for blind, dumb and deaf.

The Beggar Home is under the management of a Central Beggar Relief Committee consisting of both officials and non-officials.

Voluntary agencies like "District Probation and After-Care Associations", "Association for the Physically handicapped" and "Association for the Mentally Handicapped" and the "Mysore State Social Welfare Advisory Board" have done good work for the welfare of women and children, physically and mentally handicapped persons etc. Other voluntary institutions have also done good work for the welfare of destitute women and children.

It would be desirable to leave the implementation of the Welfare Programmes to voluntary agencies. However, for implementation of the provisions under the various Statutory Legislations, the State has to step in.

2. Social Welfare subjects (excluding Welfare of Backward Classes) should be brought under one administrative agency at the Centre as recommended by Renuka Ray Study Team on Social Welfare.

3. International Cooperation in the development of Social Welfare Administration is necessary. Advantage is taken of the free supply of Milk Powder, food grains and clothes etc., the Internationai Agencies like UNICEF, WHO and Red Cross etc.

A NOTE ON SOCIAL WELFARE ADMINISTRATION

ORISSA

State Social Welfare Board

The State Social Welfare Board runs its programme grouped in three distinct categories *viz.*,

(1) Welfare Extension Projects—Rural and Urban.

(2) Grants to Voluntary Institutions.

(3) Special schemes.

1. Under the Welfare Extension projects the Board has

(i) Maternity Centres ;

(ii) Adult Education ;

(iii) Children Health Centres ;

(iv) Children Recreation.

2. Under grants to voluntary institutions the Board gives grants to almost 350 voluntary institutions in the State on specific schemes approved by the Board.

3. Under special schemes the Board runs condensed courses, orphanages, Creches, balwadies, widow and destitute homes, vocational programmes etc.

State Council of Child Welfare

The State Council of Child Welfare runs balashrams, deaf and dumb schools, balsevak training classes, centres for destitute women etc.

Red Cross

They run blood bank and maternity centres.

Home Department

The Home Department of Government runs after-care homes for prisoners.

Education Department

They are also running condensed courses for adult women.

Community Development Department

The Mahila Samitis under the C.D. Department are getting grants as voluntary institutions from the Social Welfare Board for running condensed courses, balwadies etc, The Department itself runs tailoring classes in mahila samitis. The Applied nutrition programme is conducted through the mahila samiti institutions by the C.D. Department. Different economic programmes like toy-making, fruit preservation etc. are also undertaken by the mahila samitis.

A NOTE ON SOCIAL WELFARE ADMINISTRATION

PUNJAB

1. *Relative roles of State and voluntary agencies in the organisation of social services.*

The Punjab Government set up a Directorate of Social Welfare in August, 1955 to look after the social welfare work in the State. The Directorate was founded with a view to function as an organisation to deal effectively with social problems in the State and to act as a coordinating and policy-making organisation giving direction and perspective to social welfare activities, to implement various welfare schemes through the existing Government Departments, to assist improvement and development of programmes of the voluntary social welfare agencies to plan and execute new social welfare projects in the State. The Department is charged with the responsibility of looking after such subjects as social legislation, child welfare, youth welfare, welfare of the physically handicapped, destitute children and women, training and research programmes and extending grants-in-aid to the deserving voluntary welfare institutions. In a short span of about eight years, the Directorate has formulated and executed various long range and comprehensive schemes to meet the needs of the handicapped sections of society on a balanced system of priorities. The major schemes implemented by the Directorate of Social Welfare are holiday homes for the children of low income group families, institutions for the blind, deaf and dumb and ortho paedically handicapped, homes for the orphaned and unattached children, homes for the benefit of women rescued from moral danger and discharges of correctional and non-correctional institutions, setting up of research-cum-information centre, old age pension programme, Foster Care services and financial assistance to volunlary welfare agencies. The allocation for social welfare programmes in the Third Plan had been Rs. 74·3 lakhs with annual non-Plan provision of Rs. 5·42 lakhs during the year 1963-64.

The Planning Commission emphasised in the very first plan that voluntary organisations should continue to shoulder the major responsibility for the implementation of welfare programmes. Though it is true that the more economically underdeveloped a country, the greater are the responsibilities of the State, at the same time the role of voluntary effort in the field of social welfare is very important and it is to be closely knit with the national social welfare policy.

There are 500 voluntary agencies in the Punjab State and these had been allowed full scope to improve and expand their activities through State

assistance in terms of financial help and technical guidance. The Social Welfare Department had always sought cooperation of voluntary agencies in planning and implementation of its programmes. This has been done to provide a personal touch which only a voluntary organisation could provide effectively. The other very important factor is the need for mobilising all possible resources for social welfare schemes as most of the State resources are claimed by economic programmes. In a democratic society there is always a call for voluntary social service and a period of transition such as India faces now offers new openings. The State has primarily to take up the specialised services as its resources are far greater than those of voluntary organisations, while the latter have to maintain continuity, undertake experimental projects and formulate new patterns of services.

2. *The pattern of social/welfare administration at the national/provincial and local levels.*

Tradition and history have played a prominent role in the development of the present pattern in the field of social welfare administration. The subjects falling under the scope of social welfare are distributed with a number of Departments. For instance, welfare and probation services for the prisoners, reformatories and borstals are looked-after by the Jails Department while certified schools under the East Punjab Children's Act are proposed to be started by the Education Department. Similarly a scheme for the mentally retarded is run by the Education Department. There is a separate Department to look after the welfare of Scheduled Castes and Backward Classes. A relief wing in the Social Welfare Department takes care of women's homes and Infirmaries for displaced persons. The Social Welfare Department is allotted to a Minister and the Secretary to Government who have responsibilities for the administration of various other Departments as well. A Director-cum Deputy Secretary is in charge of the Department with powers of the head of the Department. The Director-cum-Deputy Secretary is aided and assisted by a deputy director, two assistant directors and a research officer at the headquarters. The Administration is extended up to 'divisional level' which serves a number of districts falling within the jurisdiction of each particular Division. Each Division has a divisional social welfare officer who is responsible for inspecting the working of the institutions located in the Division and to inspect them and to submit the report to the Government for extending financial assistance as also to provide advice for improvement of programmes and for better administration. The Social Welfare Department has its own research-cum-information centre which carries out social surveys for the formulation of the programmes as well as carries out the duties for dissemination of information to the social welfare organisations.

3. *Status of Social Administration in relation to Public Administra ion.*

Social administration has so far formed part of public administration and the institution of regular cadre of welfare personnel is yet to evolve although attempts have been made to recruit trained personnel. It may be said that while the higher echelons of the administration are headed by public administrators, it is expected that a regular cadre for the qualified

personnel in social administration will be formed in the near future to execute social welfare programmes.

4. *International cooperation in the development of social/welfare administration*

The Punjab State does not have any project for International cooperation in the development of social welfare administration.

A NOTE ON SOCIAL WELFARE ADMINISTRATION

WEST BENGAL

1. *Relative roles of State and Voluntary Agencies in the Organisation of Social Services.*

When we discuss about the relative roles of State and Voluntary agencies in the organisation of social services we become conscious of a change that has come over the fleld of social services. A few decades ago, responsibility for even public health facilities, primary education, sanitation and water supply which are basic social services was not fully accepted by most States. The attitude of the states was to regard those services as responsibility of individual members of the Community. The functions of the States were largely limited to maintenance of law and order. They did not undertake the special services which are now regarded as social services in recognition of the individual's right to opportunities for growth. When limited social services were provided these were promoted by sentiments of charity and philanthropy.

The progress of socialistic ideas, the great work done by the social reformers and workers in slums, the ravages of the second great war brought about many changes in the philosophy relating to social services. The concept of free competition was gradually abandoned and the principle of social justice was recognised. With this new concept, the functions of the state were gradually extended. These found expression in the growth of services both statutory and voluntary which aimed at enhancing the well-being of the individually citizen.

The question of the relative roles of State and Voluntary agencies in the organisation of social services assumes new significance in this context. It is no longer the issue of how the voluntary agencies would impress on the State agencies the need of taking on new or additional responsibility. It has now become necessary to demarcate the respective areas of operation of the state and voluntary agencies in such a way that the two can make their distinctive contribution to the development of the necessary services. Voluntary and state agencies must recognise their essential interdependence.

Our social problems are vast. Our resources are limited. The competing demands of state agencies and voluntary agencies in the execution of approved welfare problems have to be met to achieve best results. This has brought to the fore the need for a demarcation of the respective roles of the two types of agencies. However, limited are the resources, these are usually held by Government. The voluntary agencies also raise some resources but have to depend at present increasingly on state assistance.

Social services are, therefore, either directly managed and financed by the state or services managed by voluntary bodies and aided and not aided by the State. Since the state and voluntary agencies have to work in partnership and jointly share in the same resources, the need for a demarcation of their functions is all the more great.

One important function of voluntary bodies is the function of locating new needs and interpreting them to the community. It is for these agencies to enlighten public opinion in accepting new responsibilities far new services. Government cannot undertake this task. They can concentrate their efforts and act on problems which have been made known and are accepted. Mahatma Gandhi's work in the cause of Harijans in this century belongs to this category.

The voluntary agencies should also pioneer new services to meet new needs. Historically, the whole area of services for the handicapped and the needy belonged to the voluntary sector. These services were based on consideration of charity and the state functioned as an aid-giving agency. These services are now being organised directly by the State. Voluntary agencies may, however, associate with state efforts in this sphere.

On the other hand there are certain services which the State alone can offer. Adoption of progressive social legislation is a function which state alone can perform. The laws relating to juvenile delinquency, untouchability, child labour, inheritance, widow remarriage, etc. reflect the new values that have found acceptance in society Such legislation helps social workers and appropriate state action follows.

State also undertakes the organisation of a grant-in-aid programme for voluntary institutions. A planned programme of grant-in-aid should be able to strengthen voluntary effort and should improve the standard of service.

The State can also regulate the services organised by the voluntary agencies. This is done through legislation requiring licensing of welfare institutions, through recognition, periodical inspection and control. The State alone can prescribe minimum standards of service and ensure that beneficiaries are not exploited.

Field services which are required for enforcing a law should be administered by a State agency. It is for the State to decide how far voluntary agencies can collaborate.

Institutional services under the Children Act and the Suppression of Immoral Traffic Act belong to this category.

Likewise most services of a custodial-protective nature should be administered by a state agency. Services under the Beggars Act, Probation, Correctional services belong to this category.

Services which seek to cover the nation or state should also be undertaken by state agencies. Social security measures such as Old Age Pension, education and health services are examples. Voluntary agencies, may, under State guidance and supervision do some work in the field.

Services which are essentially local may be done by voluntary agencies. Institutional care services belong to this category, After care services may also be organised by them under State regulation and Control.

Services which will call for community participation should be undertaken by voluntary agencies *e.g.*, welfare extension projects, t hese are aided by state but are done by local agencies under the auspices of Central Social Welfare Board and State Advisory Board.

The value of voluntary efforts lies in the fact that it brings the service closer to the community and makes it responsible to changing needs. It also provides opportunity for training in leadership. It also enables the state to extend services by doing some work on its own and without depending on state resources.

Organised in this way, the social services of a country can be made into an effective instrument for advancing the well-being of its Citizens.

In West Bengal, institutional care of court connected cases is undertaken by the State. State also provides care and aftercare services, probation services, welfare services in prisons, aid to released prisoners, care of needy and deprived children and of girls and women in moral danger. Welfare measures for the handicapped both in and out of institutions find place in approved programmes. 'Old Age Pension Scheme' has been adopted. Voluntary organisations are grantaided. The State Social Welfare Board is assisted so that it can provide leadership to the volunteers in urban and rural areas. 27 children and women's institutions have been licensed.

Voluntary bodies undertake care services for children, women and infirm.

Thus considerable coverage is provided and this in future is proposed be extended.

2. *The Pattern of social welfare administration at the national/provincial and local levels.*

It has been aptly said that a country can go as far as its administration can take it. In any Government, a great deal will always depend on the quality of the people who are in it. Much depends, therefore, on the pattern of welfare administration that is devised at different levels.

It is true that the Social Services are now considered as important. It is also appreciated that social work is now becoming more and more specialised. The problems of social welfare work were multiplying and becoming more complex. But it must be said that social welfare has not been assigned yet a separate field where emphasis distinct from the rest of the social services is required. As a result at present various social welfare subjects are dealt with in different Ministries and Departments, being co-ordinated at the cabinet level.

As the range and intensity of social work increases, the problems of co-ordination and planned development assume a new significance. There is scope

for greater coordination of the various social activities undertaken by State Governments and the Centre, various aspects are being dealt with in different departments by officials who while attending to their own duties, only incidentally attend to certain welfare aspects. The Education Department, the Home Department, the Tribal Welfare Department, the Relief Department, the Labour Department and the Judicial Department have all generally something or other to do with some aspects of social welfare. It is appreciated that a comprehensive and integrated approach to the development of social welfare is called for.

The need for a separate Department of Social Welfare had been felt after independence with the increase in the volume of state activity. In the absence of a single Department the Social Welfare measures undertaken by the State remained scattered and did not form part of a unified programme, the result being that specific measures did not receive the benefit of that expert handling which would be available if all experience of dealing with different aspects of social welfare were pooled together. Closer liaison between Government and the voluntary social agencies, though some aspects of their work may be recognised by different Departments is felt necessary.

As an improvement measure, the Home (Social Welfare) Department was established in 1953 in order to examine various problems of social welfare with particular reference to vagrants, juvenile offenders, orphans, destitutes, girls and women in moral danger and to formulate comprehensive schemes in this regard.

The Home (Social Welfare) Department is responsible for the administration of some social legislations *viz.*, the Children Act, 1959, S.I.T. in Women and Girls' Act, 1958, the Women and Children's Institutions (Licensing) Act, 1956 and the Dowry Prohibition Act of 1959.

The Department is also responsible for the implementation of the Schemes under the Social and Moral Hygiene and After-care programmes, work under the Aid to released prisoners and other ptogramme such as socio-economic schemes in rural and urban areas for the welfare of needy women, giving of grants to suitable voluntary organisations to enable them to render welfare services to the Community at large and other miscellaneous schemes relating to Social Defence, welfare of the handicapped, welfare of women and children, welfare of the old including old age pension, training, etc.

At the Central level, the social welfare functions are dealt with by the Education Department and the Home Department. Their functions are by and large advisory.

At the State level in West Bengal, Social Welfare subjects are dealt with by the Home Department, Education Department, Relief Department, Tribal Welfare Department and the Judicial Department. Social Welfare itself is a branch of the Home Department with a part-time Joint Secretary being in charge, one Dy. Secretary and one Asstt. Secretary assisting him. The Social Welfare Directorate has one fulltime Director and one Deputy Director and one Assistant Director at the State level. There is no supervisory field staff as yet. No separate welfare cadre has been set up. Deputed Civil Servants and other

Government officers directly recruited man the administrative and supervisory posts. The pattern of other Departments dealing with other social welfare subjects vary.

3. *Status of Social Administration in relation to Public Administration*

It has already been said that social welfare work is now highly specialised and technical in nature and require not only flair for social work but special knowledge and experience. Social administration is not that routine administration as it by and large implies. Constitution of a cadre of welfare administrators and welfare personnel at the Central and Stare level is, therefore, necessary. The relieving feature of West Bengal is that this State has a big team of officers who have done intensive welfare work among vast number of refugees over long years. Their knowledge and experience in the rehabilitation of human beings in distress are a great asset.

4. *International co-operation in the development of social/welfare administration*

Social welfare administration has now acquired a wider connotation and it touches all activities, social, economic and political for the realisation of increased well-being for the community in general and for the happiness of its citizens in particular. New frontiers and horizons are being daily opened. Now ideas are coming up. Thinkers, social workers and administrators all over the world are engaged in devising ways and means to tackle the problems of social welfare. It is a highly technical subject and demands technical and expert skill. This is possible only through interstate and international co-operation. The United Nations Social Council and its numerous allied branches provide such co-operation in large measure and brings facts to the doors of all seekers of knowledge. There are other specialised internntional agencies whose co-operation would also be welcome in this field which is rather new in this one part of the world. The United Nations Technical Assistance Board which has its office in Delhi helps the Government in promoting the social welfare programmes including programmes of social defence. Exports in specialised fields help develop institutional services and other services relating to delinquents, etc. Interchange of experts between different countries is encouraged.

As an instance technical assistance needed in planning the improvement and extension of social services and in launching training scheme ean be provided by them. Material assistance would have the geratest benefit if it was used to support the schemes of development or training. Sharing of experience, inter-change of thoughts on administrative matters are of great value. Greater the scope for such international co-operation, greater indeed will be our advancement in the field of welfare administration.

NOTE ON THE SOCIAL SERVICE ACTIVITIES IN THE STATE

KERALA STATE

Social Service in India was formerly of a limited character and confined to certain problems and to certain sectors and in the long history of social work voluntary organisations have always played a pioneering role and the mainstay of the voluntary organisations was community support rather than state aid. But with the attainment of political freedom and particularly after the ideal of a Welfare State was accepted in the constitution the attitude of the State changed to a considerable degree.

Social Welfare Services have now developed into an important part of the general administration of the country and have assumed considerable significance in the public administration of the State. Governmental agencies have begun to play a vital and important role in the administration of social welfare progrnmmes and there has been a continuous expansion of the functions of the Goverament in what are known as the Social Services which include those activities which have for their objectives the betterment of the living and working conditions of the people and the improvement of the educational and health facilities which are regarded as essential to a fuller life. These services can best be dealt with on a national level with delegation to local bodies in the cities, towns and villages, who know best, their own problems. So the provision of material necessities of life are the concern of the voluntary organisations and of every individual man and woman. But there are areas where the State has to play a major role. For example there are the problems of beggary, prostitution, juvenile delinquency, immoral traffic etc. in women that require legislation and administrative action for effective implementation. State services at present not being so all-embracing, it is necessary that voluntary organisation, however big and resourceful can not have the means to do all that needs to be done. So all welfare services relating to health, education and economics must be the concern of the State to its fullest capacity. But Government machinery can never give that human touch which a voluntary organisation can provide at the field level. So voluntary effort still shall always remain in spite of all that the Government might do.

Kerala State provides for the care and welfare of the socially handicapped, welfare of women and children, general welfare of backward classes, welfare of the old and infirm and destitutes, the welfare of orphans, etc. Besides these, social security assistance schemes like old-age pension, pension for the destitute widows and disability pension have also been introduced. A separate department of Social Welfare has been created with a view to coordinate and integrate all social welfare activities in the State. At present the

welfare programme for the women and children in the blocks and the programmes of the State Social Welfare Advisory Board are looked after by the Social Welfare Department while the Social Defence programmes like juvenile delinquency and probation, social and moral hygiene, welfare activities in prisons, rehabilitation of the ex-prisoners, beggary and vagrancy etc. are the concern of the Home Department.

The following Governmental agencies are engaged in the organisation and implementation of the social welfare programmes of the State.

COMMUNITY DEVELOPMENT DEPARTMENT

In Community Development Blocks covering almost the entire rural area of the State, the social welfare programmes constitute an important part of the block activities. The block, apart from giving guidance and assistance to voluntary organisations, directly implements independent schemes suitable to the localities taking into consideration the needs of the local people. Voluntary organisations are encouraged to take up developmental welfare activities with the aid of the Blocks. There are trained field staff for the effective implementation of the various schemes.

HOME DEPARTMENT

The social and moral hygiene programme and social defence scheme are administered by the Inspector General of Prisons under the Home Department rescue shelters and homes, abalamandirs, care Home for disabled children, Home for the Physically Handicapped, Aftercare Home for adolescent males and females, Poor Homes, home for the Juvenile delinquents and Ex-convicts, etc., come under the above programmes.

BOARD OF REVENUE

The Social Security Assistance schemes like old-age pension, destitute widows pension and disability pension are administered by the Board of Revenue through its subordinate offices. The old age pension scheme has been working for the past three years and the other two schemes have been sanctioned very recently. Under these schemes monthly pensions are granted to the destitute widows and the disabled.

Education Department is dealing with Nursery Schools, Social Education, etc.

Department of Harijan Welfare is looking after the welfare of the Backward Classes.

SOCIAL WELFARE DEPARTMENT

Recently the need for co-ordinating the agencies engaged in social welfare activities was keenly felt as a result of which a new Department of Social Welfare was constituted by integrating the activities of the State Social Welfare Advisory Board and the Women's and Children's activities in the Blocks. At the State level the Director of Social Welfare assisted by the Deputy Director

of Social Welfare under the administrative control of the Development Department of the Secretariat is implementing the above programme. The intention of the Government is to bring all social welfare programmes under the new Department. The question of strengthening this Department is under the consideration of Government.

At the local level the Block Development Officers and the Panchayats are responsible for the implementation of social welfare programmes. The Block Development Officer in consultation with the District Social Education Officers draws up social welfare schemes and places them before the Block Development Council. The approval of the Block Development Council is obtained before the scheme is actually implemented. Powers of sanctioning the schemes are delegated to Collectors/Revenue Divisional Officers according to the financial powers delegated to them.

The Integrated child welfare demonstration project for the total welfare of children (a centrally sponsored scheme) has also started functioning in Kerala. The administrative control of this scheme also vests with the Department of Social Welfare.

STATE SOCIAL WELFARE BOARD

Side by side with the activities of the State Government the State Social Welfare Board also is in the field for the welfare of women and children and the handicapped. They started social welfare centres and carried out educational, cultural and economic activities for the women and children. Through the old District Implementing Committees and later Project Implementing Committees, the State Board was able to invoke the social welfare aspect in the mind of the rural women and it was able to create a net work of social workers in the land. The Board has also encouraged Voluntary Institutions to take up social walfare activities mainly for women and children and the handicapped. In every district we have a group of women social workers who can be called upon to undertake any responsibility in this field of activity. The Social Welfare Board has also started socio-economic schemes in various places with a view to provide work for the ordinary women. The question of absorbing the middle class women into gainful occupation has been given priority of attention.

Organisations like the B.S.S., Gandhi Smaraka Nidhi, Kasthurba Trust, Y.W.C.A., A.I.W. Conference, Guild of Service and other Voluntary Organisations are making valuable contributions in the field of social welfare in this State.

Social Administration constitutes a major part of the general public administration of the State. Public Administration is not an end in itself. It is essentially a means to an end which is to promote the welfare of the community through orderly management of day to day affairs and smooth disposal of work in the office as well as in the field. In order to achieve this end those entrusted with the task of administration should undertake it in a spirit of public service. They should conduct themselves in a manner which will inspire people's confidence and co-operation. Public Administration has a deep

bearing on the happiness and welfare of the people and, to be useful, has to keep itself in close touch with all sections of the public, for, it is from public opinion and popular action and reaction that it draws the material on which to, build, to correct and to reshape itself. Therefore all the administrators of social welfare programmes must necessarily make an intensive study of the various subjects of popular interest particularly social services.

Opportunities for international cooperation already exist but they need to be strenghtened and probably extended. Interchange of experience both through printed reports and official visits has been there for some time. Now that schools of social work have been established there is considerable scope for co-operation in social research, training facilities, etc.

International organisations like the Economic Commission for Asia and the Far East, the Colombo Plan, the F.A.O., UNICEF, CARE, etc. are giving various financial and material aids for the general welfare of the State. The technical co-operation scheme under the F.A.O. has given facilities for training necessary staff required for the various programmes. The Applied Nutrition Programme, the Milk Feeding Programme etc., are all aided by the UNICEF. Many of the major developmental schemes are also financed from international sources. But for the successful implementation of the scheme both Government and voluntary organisation should see development as a whole, i.e., that economic and social development should advance together and at every stage of the process, skilled social welfare administrators should be available.

A Note on the Social Welfare activities in the State undertaken by the Education Department.

The administration of social education wing of the Department is under the control of the Director of Public Instruction. There are three District Social Education Officers working in the three regions of the State under the control of Regional Deputy Directors. These District Social Education Officers are responsible for supervising the social education work which is undertaken in the National Extension Scheme Blocks. They supervise the programme of adult education, establishment of libraries and reading rooms and promotion of other social education activities by the Social Education Organisers in the Blocks. They are also in charge of Audio-Visual Units. These Audio Visual Units consist of Film Projectors, Tape Recorders and Public address systems. These Units visit the schools and social welfare organisations in turns for arranging programmes relating to social education. These social education organisers also help in supervising and promoting the work of establishment of libraries all over the State. There are nearly 2500 libraries which are affiliated to the Kerala Grandhasala Sanghom. These are the social educational activities undertaken by the Department. In regard to the four aspects of the theme the seminar mentioned in the Note, the so cial welfare department may be

consulted on the role of the Government and voluntary agencies in organising social welfare services. The Social Welfare Department is dealing with the programme relating to assistance and promotion of voluntary agencies, and it is best that one wing of the Government should be able to guide all aspects of social welfare programme. It would be desirable to have this wing associated with the Development Department, as the Blocks and the Panchayats have been already recognised as important institutions which promote social welfare activities.

Note on the Social Service activities undertaken by the Jails Department during the Second and Third Five Year Plan poriods.

Theidetails of individual schemes included in the Second Five Year Plan and the insttutions started thereunder are furnished hereunder :

AFTERCARE HOME (MEN)

Under this scheme an Aftercare Home for Men has been started at Trivandrum for the rehabilitation of ex-prisoners (males). In this institution facilities have been arranged for 100 inmates. All the expenditure is met by Government by way of grant. All of them are provided with facilities for training and work in book binding, printing, etc. A production cum training unit in printing is attached to the Home.

RESCUE HOME (WOMEN)

For providing facilities for the care and rehabilitation of women and girls rescued from moral danger. Under this scheme a Rescue Home was started at Ernakulam. Sanctioned strength of the Home is 100. Now the institution is functioning as a protective Home under the suppression of Immoral Traffic in Women and Girls Act. The inmates are given training in handicrafts and literary classes are also conducted. In the production unit attached to the Home, the iumates are given training in cutting and tailoring.

AFTERCARE SHELTERS (MEN)

Three Aftercare Shelters one each at Viyyur (Trichur), Cannanore and Kozhikode have been started under this scheme during the second Five Year Plan period. These shelters are feeder units of the Aftercare Homes and intended for the short-stayal of ex-prisoners immediately after their release from jails. Each shelter provides facilities for 25 inmates.

RESCUE SHELTERS (WOMEN)

For the relief and rehabilitation of women and girls rescued from moral danger, Rescue Shelters have been opened in all districts except Ernakulam where there is a Rescue Home. All the Rescue Shelters except at Alleppey and

Palghat have been declared as protective Homes under the S. I. T. Act. In all the Rescue Shelters inmates are given some training and work in various crafts, such as Coir making, envelop making, spinning, etc., according to the availability of facilities in each shelter.

AFTERCARE HOME FOR ADOLESCENTS (MALES)

The Aftercare Home for Adolescents (Males) started at Tellicherry is intended for the Aftercare services of adolescent males discharged from non-correctional institutions. In this Home also facilities have been arranged for 100 inmates. Inmates are studying in the Schools and undergoing training in the nearby work shops.

CARE HOME FOR DISABLED CHILDREN

Care and treatment of physically disabled children of either sex below the age of 14 years is the aim of the scheme. 2 Homes, one at Trichur and the other at Quilon have been started for this purpose. In each home 25 children are given admission. The inmates are given facilities for education also besides medical aid.

REMAND HOMES

Remand Homes at Trivandrum and Kozhikode have been started during the Second Five Year Plan period for keeping the juvenile delinquents, during the under-trial period. For the trial of the juveniles, Juvenile Courts have also been constituted and attached to the Remand Homes.

PROBATION SERVICE

Establishment of a well organised Probation system is the aim of the scheme. When the State of Kerala came into being, the probation system was in force only in Malabar area and there was necessity to extend the system to the whole of the State. Now there are Probation Officers in every district of the State and the Probation system is worked according to the provisions of the Probation of Offenders Act and the Rules. The Probation Officers also attend to aftercare work in respect of ex-prisoners, ex-borstal inmates, ex-pupils of Certified Schools, etc.

BORSTAL SCHOOL

This School has facilities for giving borstal treatment to adolescent and youthful offenders and is now governed by the Kerala Borstal School Act and the rules made thereunder. The inmates are given education and also training in industrial and agricultural operations.

SHELTER FOR WAIFS AND STRAYS

With a view partially to relieve and rehabilitate the vagrant type of adolescent males, the Shelter for Waifs and Strays has been started at Calicut. Here facilities have been arranged for hundred inmates.

Abalamandirs or Destitute Homes :—To look into the care and welfare of the destitnte women and girls Abalamandirs have been started one in each district of the State. Each Home provides facilities for 25 inmates. Children of inmates below the age of 6 are also allowed to remain there with their mothers.

HOME FOR THE HEALTHY CHILDREN OF PARENTS SUFFERING FROM LEPROSY :

Such children of leprosy patients are given care and protection by accommodating them in these Homes. This is a preventive measure to avoid infection directly from parents as they are not allowed freely to mix with them. In this Home facilities have been arranged for 50 inmates. Besides the children of leprosy patients other deserving children also are admitted here.

REMAND HOME WITH SEAT FOR JUVENILE COURTS

In the Second Five Year Plan only two Homes were started and under this scheme it was programmed to start 7 more Remand Homes. Out of it 6 Homes have been started and the remaining one unit will be started in the fifth year of the Plan period in the district of Kottayam. In every district except at Kottayam Remand Homes are functioning at present. Juvenile Courts have been started at Kozhikode, Trivandrum, Tell cherry and Palghat districts to other district also Juvenile Courts will be started during the plan period.

BEGGAR HOMES OR ASWASAKENDRAM

Third Five Year Plan envisages the establishment of 3 Beggar Homes in the North, Central and Southern Zones of the State. Two Beggar Homes have started functioning one at Trivandrum and the other at Cannanore. The sanctioned strength of the Home is hundred in each. The third Beggar Home is proposed to be started in the year 1964-65.

PROBATION AND FOLLOW-UP SERVICE

Expansion of the existing probation system is the aim of the scheme. It is programmed to start probation hostels also under this scheme. Out of the 9 posts of D. P, O's three have been upgraded under this scheme. No probation hostel has been started by the voluntary agencies in the State,

AFTERCARE HOSTELS FOR WOMEN

For the Aftercare of women and girls discharged from correctional and non-correctional institutions, three institutions have been started under this scheme, viz., Aftercare Home for Adolescents, Calicut and Aftercare Hostels at Trivandrum and Ernakulam. In the Home facilities have been arranged for 100 inmates and in the Hostels for 50 inmates in each.

AFTERCARE HOME FOR MEN (HABITUALS)

With the aim of providing facilities for the rehabilitation of habitual

offenders released from the State habitual jail at Viyyur (Trichur) the Aftercare Shelter started during the Second Plan period was converted as an Aftercare Home during the first year of the Third Plan period. Facilities have been arranged in this Home for the rehabilitation of hundred inmates.

STARTING OF CERTIFIED SCHOOLS

Certified School is meant to provide facilities for the detention of Juvenile delinquents under the provisions of the Children Act. The institution under this scheme has been started at Kottayam. It is intended for the accommodation of 200 inmates. Inmates will be given educational facilities.

AID TO ORPHANAGES FOUNDLING HOMES, ETC.

Encouragement of voluntary welfare agencies to start orphanages and other Charitable Homes is the aim of the scheme. For this purpose grant-in-aid is being extended at the rate of Rs. 10/- per head p.m. in the non-hilly areas and at the rate of Rs. 12/- in the hilly areas.

HOME FOR THE PHYSICALLY HANDICAPPED

Care and welfare of the physically disabled. old and aged men and women Is the objeet of the scheme. With this aim two Homes have been started one each at Alleppey and Palghat, with facilities for 25 inmates in each.

HOSTELS FOR WORKING FOR MEN AND WOMEN

For providing lodging and facilities to the low-income group employees have been started. one for women at Trivandrum and the other for Men at Alwaye. Here rent to be realised is based on the income of the hostellers and mess is run on monthly dividing system. In the women hostel, 75 persons can be admitted and in the men's hostel 50 persons.

HOME FOR MENTALLY DEFICIENT CHILDERN

The Home for the Mentally deficient children is meant for the care and treatment of mentally retarded children of either sex. Fifty children below the age of 14 years will be admitted in the Home. The institution under this scheme is functioning near the Medical College Hospital, Trivandrum.

WELFRAE SERVICES IN PRISONS

Welfare of the prisoners confined in the Central Jails are being looked into by the Welfare Officers appointed under this scheme. Now there are Welfare Officers one in each of the three Central Jails. They serve as counsellors to prisoners in respect of adjustments inside the Jail and ways and means for their rehabilitation of their release from the Jails.

A NOTE ON THE SOCIAL ADMINISTRATION IN THE STATE

ANDHRA PRADESH

PREAMBLE

The Social Welfare Department is in charge of amelioration of Backward Classes vis., Scheduled Castes, Scheduled Tribes and other Backward Classes. Under Constitutional provisions, the Social Welfare Department formulates and implements schemes to promote education and economic interests of the backward communities, particullarly of the Scheduled Castes and Scheduled Tribes and to protect them from social injustice.

The Scheduled Castes are those communities who suffer from the stigma of untouchability and also from extreme social backwardness. The Scheduled Tribes are those who live an isolated traditional life of their own who generally inhabit hilly regions. The Vimukthajathis (Denotified Tribes Ex-criminal Tribes) are those who were registered under the criminal tribes Act, which is repealed.

A total amount of Rs. 1,47,59,530/- for the welfare of Scheduled Castes and Other Backward Classes is being spent annually.

ADMINISTRATION :—

The Director of Social Welfare is the head of theDepartment assisted by the following officers in the executive as well as administrative responsibilities.

1. Joint Director of Social welfare (Director of Tribal and Cultural Research Institute.)
2. Deputy Director (Administration).
3. Deputy Director (Planning).
4. Assistant Director-I.
5. Assistant Director-II.
6. Accounts Officer.

One Officer, designated as the District Social Welfare Officer in the cadre of Tahsildars is incharge of each district in Andhra region and one in eaeh district in Telangana. All these officers are assisted by the executive and ministerial staff. The District Collectors who are agents to Government in respect of Scheduled areas in Srikakulam, Visakhapatnam, East Godavari,

and West Godavari districts are responsible for implementing the Tribal Welfare Schemes.

All the schemes relating to the welfare of Scheduled Castes, with the exception of a few, are being administered by the Panchayat Samithis and Zilla Parishads assisted by the Dist. Social Welfare Officers The Director of Social Welfare supervises the activities of the District Social Welfare Officers who have been transferred to the Zilla Parishads.

The various ameliorative measures for the welfare of Backward Classes are categorised as :

1. Education
2. Public Health
3. Housing
4. Economic Uplift etc.

EDUCATION

Four High Schools one middle school and 651 elementary schools are maintained by the department. All these schools have been trans- ferred to the control of Panchayat Raj.

The Supply of midday meal, books and stationery to the pupils in the elementary schools is continued every year, to create incentive among these castes to send their children to the schools.

The scheme for the provision of boarding and lodging facilities to the students in Social Welfare Schools is continued. There are 68 Government Hostels and 649 subsidised hostels in Andhra Region and 36 Government Hostels and 136 subsidised hostels in Telangana. Of these 12 hostels are run exclusively for Girls in Andhra and 5 hostels in Telangana.

State Scholarships and the Government of India Scholarships are sanctioned to the students of Backward Classes at all stages of education as shown below.

STATE SCHOLARSHIPS

Residential scholarships to both pre-and postmatric students and non-residential scholarships to collegiate students..sanctioned during 1962-63 were as follows :—

	Andhra		Telangana	
	No. of Scholar ships	Amount in lakhs	No.	Amount in lakhs
1. Scheduled Castes, Sch. Tribes and Denotified Tribes	4980	9.43	91	0.16
2. Other Backward Classes.	4915	14.26	135	0.26
3. Harijan Converts.	3435	6.86	1964	3-82

In addition, the Zilla Parishads sanctioned non-residential scholarships to pre-matric students in Andhra region and to pre and post matric students in Telanganda region as detailed below :—

	Andhra		Telangana	
	No. of scholar ships.	Amount in lakhs.	No.	Amount in lakhs.
Scheduled Castes.	2136	2.44	1684	1.63
Harijan Converts	560	0.53	75	0.07
Backward Classes.	1056	1.07	1302	1.26

GOVERNMENT OF INDIA SCHOLARSIPS	NUMBER	AMOUNT
Scheduled Castes	3474	17.21 lakh.
Scheduled Tribes	185	1.13 „
Other Backward Classes.	1727	13.78 „

HEALTH, HOUSING AND OTHER SCHEMES

Acquisition and assignment of house sites to Harijans is continued in order to relieve congestion in Harijan Wadas at a total cost of Rs. 6.96 lakhs. Drinking Water Wells were sunk for Harijans at a cost of Rs. 4.02 lakhs and a total number of 216 wells were sunk.

The Government have decided to pool the funds provided for the drinking-water-supply schemes of all the Development Departments under the Rural-water-supply schemes with effect from 1962-63 through the channel of Zilla Prishads under the technical guidance of Engineering Agency.

In Telangana region, housing aid was given to 193 Scheduled Caste families at the cost of Rs. 5.88 lakhs in the shape of cash grant

Under Centrally Sponsored Schemes, house sites were provided to (Scheduled Caste) landless labourers and a sum of Rs. 1.40 lakhs was spent for the purpose. Besides, a sum of Rs. 0.76 lakhs was spent for providing house sites to persons engaged in unclean occupations.

PUBLICITY

Propaganda in the direction of removal of untouchability is being carried on by the Harijan Sevak Sangh, Vijayawada. Subsidy to the extent of Rs. 6,000/- was paid to this Organisation for the period upto the end of September, 1963. Henceforth, the scheme of giving subsidy was dispensed with as the propaganda work of the Sangh was found unsatisfactory. It was decided to appoint a State Propagandist to do propaganda work for removal of untouchability. On 30th of every month, celebration of Harijan day is being observed in all the villages. It is made a regular topic for discussion in the Standing Committees of the Panchayat Samithis and Zilla Parishads.

SOCIAL AND MORAL HYGIENE AND AFTER CARE PROGRAMMES

Five State After Care Homes are now functioning in the State. Two are correctional and three are non-correctional. Among the various groups of people who require to be provided under this programme are, persons discharged from care and custodian institutions (jails, reformatories, borstals certified and approved schools). The aim is to enable each person to leave the Home as early as possible and to encourage him to live in the community while maintaining contact with him through follow up services.

These Homes are managed by Managing Committees. Training-cum-production centres are attached to these Homes. Trades, like tailoring and cane work are taught.

Besides, two Beggar Homes for men and women and two child-welfare centres and an orphanage with a strength of 35 inmates at Hyderabad are maintained. In addition/two beggar homes, one at Kurnool and the other at Warangal were started. These two beggar homes were closed for want of sufficient strength, while the Beggar Homes at Hyderabad have been transferred to the control of the Municipal Corporation consequent on the enactment of the beggary Act.

During the year 1962-63, the plan schemes were recast on the basis of new priorities-firstly Education, secondly drinking water wells and thirdly provision of house sites. The idea of formulating a number of schemes with meagre provisions was given a go-bye and the schemes such as industrial aid supply of plough, bullocks, training-cum-production centres etc. were deleted from the Plan sector as they are considered to be less useful and the provisions

made for those schemes diverted to essential schemes like educations, etc, thus meeting the need for additional amounts for essential schemes within the ceiling fixed for Plan budget.

Apart from the amelioration aimed at under the special sector, it was decided to spend 15% and 3% of other Departmental budgets for the welfare of Scheduled Castes and Tribes and the concerned Heads of Departments accordingly earmarked portions of their Departmental budgets exclusively for the development of Scheduled Castes and ScheduledTribes respectively.

TRIBAL WELFARE

A total amount of Rs. 37.98 lakhs was spent on the welfare of Scheduled Tribes in Andhra and Telangana regions as detailed below during 1962-63.

(Rs. in lakhs).

	Centrally sponsored schemes.	Grant-in-aid plan schemes.	Normal	Grand total in lakhs
Andhra	—	—	1,11,850	
Telagana	32,070	28,43,000	8,11,090	
Total : –	32,070	28,43,000	9,22,940	37,28,000

The Andhra Scheduled Tribes Co-operative Finance Development Corporation Ltd., Visakhapatnam is functioning at Visakhapatnam, giving credit facilities to the Tribals, purchasing forest-produce from them at reasonable price and supplying domestic requirements to them at fair price.

The annual business turn over during the year 62-63 amounted to Rs. 1,08,20,992.

The Godavari Valley Co-operative Rural Development Society, Koida in Khammam District is functioning for the benefit of tribals with the District Social Welfare Officer, Khammam as ex-officio president.

EDUCATION

Maintenance of Ashram Schools, supply of books, slates and clothing, midday meals to children, construction of residential quarters for teachers, maintenance of Hostels and grant of Scholarships to Post-Matric Tribal students are all the educational schmes for improving literacy among tribals. A sum of Rs. 3.28 lakns is being spent on these schemes.

AGRICULTURE

This is one of the major ameliorative measures designed to help Tribals in their agricultural activities. Establishment of two Pilot Farms, supply of seeds, manures, plough bullocks, etc., are a few schemes implemented for the benefit of tribals at the cost of Rs. 1.34 lakhs.

COTTAGE INDUSTRIES

21 Training-cum-Production Centres various trades such as carpentry, sericulture, mat weaving, fibre extraction, beedi manufacture were maintained at the cost of Rs. 3.92 lakhs.

COMMUNICATION

Laying out roads connecting, out of the way places in Tribal areas is one of the high lights of the tribal development programmes. A total amount of Rs. 9.35 lakhs was spent for the purpose during the year under report,

As regards medical facilities to Tribals, mobile medical-units were established in Srikakulam, Visakhapatnam and Kurnool districts.

Housing aid was given to Yerukulas, Yenadis and Sugalis in Andhra who are classified as Tribals. 200 families were rehabilitated under this scheme at the cost of Rs. 1.17 lakhs.

Andhra Sramika Dharma Rajyasabha, at Kovvur, West Godavari District was given a subsidy of Rs. 0.125 lakhs to supplement its efforts for running 93 primary schools, 14 middle schools for educating Tribal children.

Apart from what is being done for the development of Tribal people, the Government have established a Tribal Cultural Research and Training Institute at Hyderabad for conducting a scientific study of cultural social and economic problems of Tribal life. Further, the Institute imparts training to the employees of the various departments on tribal orientation courses of study.

This institute is manned by.

(i) Director (of the Institute).

(ii) Principal.

(iii) Research Officers.

(iv) Field Assistants etc. and other ministerial staff.

Vimukthajathi Settlements :—Three Vimukthajathi (ex-criminal tribes) Settlements are maintained to rehabilitate the ex-criminal (VJS) and to wean themout of their criminal propensities. A total amount of Rs. 1,85,400-00 was provided for the maintenance of three settlements. The settlements at Sidda-

puram and Seethanagaram are manned by Managers in the cadre of Deputy Tahsildars drafted from the Revenue Department, while the settlement at Stuartpuram is managed by the Salvation Army with Head Quarters at Madras. All the three settlements are essentially agricultural in their activitity. The settlers are provided with land, plough bullocks seeds and implements to pursue their agricultural operations and also houses to live in. Rural dispensaries one in each settlement were maintained to provide medical facilities. Each settlement was provided with an elementary school to impart education to the settler's children. Free midday meal, books and slates and clothing were supplied to the pupils. A high school also is run in the Stuartpuram settlement and the pupils were given basic training in carpentry etc.

All schemes of Scheduled Castes and Backward Classes have been transferred to the control of the Panchayat Raj Institutions. The District Officers who are attached to these Institutions are implementing the schemes through Panchayat Samithis and Zilla Parishads. As regards Tribal Welfare schemes, they are being implemented by other heads of Departments and the Director of Social Welfare only a Co-ordinating Officer.

PROCEDURE

The Group Chairmen, Secretaries and Rapporteurs were requested to meet half an hour after the inaugural session on the 16th to adopt the following procedure.

At the plenary session on the morning of the 17th the proceedings should begin with a few opening remarks by the Chairman of the Seminar. This should be followed by introductory remarks by the four Group Chairmen.

In this session an attempt should be made to clarify certain basic concepts of social administration and to arrive at working definitions of some of the common terms.

The rest of the discussion in the first plenary session could be usefully devoted to formulating the main issues which could then be assigned to appropriate groups for further discussion. The Seminar office would draw up and circulate a list of participants in each group. Participants may please cooperate by joining and sitting through the allotted group as far as possible, in order to maintain the continuity of discussion and also to ensure even distribution of the participants in all the four groups.

The first series of group meetings should open with the presentation of papers by the contributors. The Group Chairmen would then isolate the main issues raised in the papers and add them on to the list of issues allotted to the group by the first plenary session. The subject should then be thrown up for general discussion, issue by issue.

By 4 P.M. each day, the Group Chairmen and Secretaries should give one paragraph on the important points raised during the day for incorporation in the press note to the drafted by the Public Relations Officer.

Each Group Report should conform to a standard pattern. It should begin with the names of Chairman, Cochairman. Secretary and Rapporteur. In the first paragraph, after a very brief introduction, the main issues listed for discussion could be enumerated. Thereafter the full implications of the issues may be recorded as discussed together with the consensus reached in the group. There is no need to give the details of the discussion.

The Chairmen and Secretaries and Rapporteurs of the groups will meet and discuss the different group reports with a view to avoid overlapping.

After the group reports are adopted in the respecttive groups, they

will be cyclostyled as adopted and circulated to all the participants before the concluding plenary session. At the plenary session participants would be given a chance to comment on the reports of the groups which they did not attend earlier. As far as possible no major issues should be reopened for discussion.

A drafting committee would be appointed and authorised to incorporate the major modifications ann additions suggested at the plenary session and to edit the group reports to read as a single document in the form of a Seminar Report.

RELATIVE ROLES OF THE STATE AND VOLUNTARY AGENCIES

ISSUES FOR DISCUSSION

1. If voluntary action is a way of organising and administering services what are its special characteristics ? When and Where could it be employed to best advantage ?

2. What are the implications of ever-expanding State activities and State influence for the social and welfare services, for the voluntary agencies and for the State itself ?

3. If it is not necessary that in a Welfare State all the responsibilities should be directly discharged by the State, then what scope the State can give to the voluntary agencies ? What is the responsibility of the State in this behalf ?

4. It is said that a citizen who is sensitive to the sufferings of his fellow-citizens organises and works through voluntary action What are the limitations of public administration in providing specialised and individualised services ?

5. What are the administrative limitations of voluntary and the State agencies in developing countries today ? What are the measures necessary to overcome these limitations ?

   The services based on sentiments of charity and philanthropy are now provided by the organisers with a sense of duty but when demanded as a matter of right by the users, what is the impact of this new opproach, socialistic ideology, ideas of social justice, equality of apportunity, etc. on the philosophy, attitudes, administration, finances, etc. of voluntary agencies ?

7. What difficulties are experienced by the State and voluntary organisations in sharing responsibility in the field in their respective areas ? Are there any areas of conflict ? What steps are needed to minimise, if not to eliminate, the conflict altogether ?

8. Which part of the work done by the State and/or voluntary agencies in the fields of social services and social welfare services can be professionalised with profit and which can be left to the

volunteer workers ? How could both be equipped for discharging their responsibilities satisfactorily ?

9. What is likely to be practical and effective pattern of administration and organisation for voluntary organisations ?

10. For historical reasons and because of the peculiar socio-cultural factors obtaining in developing countries, are there any special problems in relation to social administration and voluntary organisations ? Which are they ? What measures need to be taken to liquidate them ?

11. What welfare services could be left to the local communities with advantage ? How to build capacity of local citizens-groups for voluntary action ?

12. Duplication—futile rivalry—lack of coordination—are the problems which can be minimised through innovations in administration. What are these new types ?

13. Social administration may have to work for change in established values. How could it be equipped to do so ?

PATTERNS OF SOCIAL ADMINISTRATION AT VARIOUS LEVELS

ISSUES FOR DISCUSSION

1. The desirability or otherwise of constitutional provisions or directives on the distribution of legislative and administrative responsibilities for social services at the national, provincial and local level.

(*i*) The areas of demarcation of responsibilities at three levels.

(*ii*) Should social welfare appear as a composite subject or should it be split up in constituent sectors like child welfare youth, welfare handicapped etc. If it is to be handled as a single uniform subject should there be a separate Ministry/Department for dealing with social welfare or should it be dealt together with education and/or health.

(*iii*) Should the public assistance and social security programmes be also handled by the department which are responsible for the administration of social service.

(*iv*) Whether the balance of advantage would lie in having broadly uniform pattern of administrative apparatus in different provincial governments and local requirements. If the second alternative is preferred, how should the problem of coordination be tackled.

(*v*) Are the local bodies, as they exist to-day, in a position to shoulder the responsibilities for social and welfare services What organisational and financial support would be necessaary in order to enable the local bodies to shoulder the social and welfare responsibilities adequately.

(*vi*) What should be the pattern of social administration in large voluntary organizations at various levels particularly in terms of

(*a*) the relationship between welfare worker and auxiliary personnel ;

(*b*) salaried executives and volunteers and

(*c*) the flexibility of procedure as against the need for answerability to public authorities.

STATUS OF SOCIAL ADMINISTRATION IN RELATION TO PUBLIC ADMINISTRATION

ISSUES FOR DISCUSSION

1. The place of programmes of social services and welfare in the scheme of priorities of the national plans of development in the region.

2. The extent to which the following factors impede an equal status for social administration in the administrative machinery of Government.

   (a) The dispersal of service and welfare functions of the state between several authorities and agencies ;

   (d) The character and mode of coordination and control exercised by several departments or authorities ;

   (c) Hierarchical organisation structures and bureaucratic work procedures and modes of supervision within service departments and welfare agencies which are disfunctional to professional expertise and work standards and speed and flexibility in service ;

   (d) (i) Orientation of the top civil servants and political leaders, about the role of social and welfare services in national progress ;

   (ii) Status consciousness in public administration and the low esteem for social administrators and organisers ;

   (iii) Transformation of traditional bureaucratic attitudes to the requirements of welfare and development administration ;

   (iv) Staffing of top positions in service departments and social welfare agencies by members of administrative and executive services ;

   (e) 1. Inter-action between the administrators and the social scientists.

   2. Empirical research on contemporary social phenomena to serve as the basis for social policies.

   (f) Semi-professional training of the rank and file of social and welfare workers.

(g) Survey research for communication with clients to gauge their reactions and for review of performance.

The need for improving the internal working of voluntary agencies, their expansion as a part of the growth of viable progressive communities, and coordination and integration of their work with the activities of the state agencies.

INTERNATIONAL CO-OPERATION IN THE DEVELOPMENT OF SOCIAL/WELFARE ADMINISTRATION

ISSUES FOR DISCUSSION

1. EFFECTIVE USE OF INTERNATIONAL AID

The volume of international assistance while not large in terms of needs has been quite significant in the field of social development projects. However, it has been the experience of these agencies that even their limited proffered assistance has not been fully and effectively utilised. The seminar may wish to examine administrative factors impeding the use of available international assistance and the measures which are required for the accelerated and effective use of the international assistance.

2. COORDINATION AND CONSULTATION BETWEEN NATIONAL AND INTERNATIONAL ORGANISATIONS

It has been alleged that there is a lack of co-ordination amongst agencies giving aid and that the implementing agencies have little substantial say in the pattern and methods of such assistance. The seminar may wish to go into the modalities of assuring appropriate consultations between governmental and non-governmental organisations on the one hand and the international agencies on the other hand in order to improve the utilisation, the pattern and methods of international assistance.

3. SUPPORT TO VOLUNTARY AGENCIES

In view of the acknowledged role of voluntary agencies in the social welfare field, the Seminar may wish to consider how best international assistance could support the efforts of these agencies consistent with the established formalities of channelling international assistance through essentially governmental channels.

4. PROMOTION OF REGIONAL CO-OPERATION

International machinery is moving in the direction of decentralisation in order to more effectively respond to the challenges and needs of economic and social development. For instance international organisations have now come to appreciate the importance of promoting subsidiary regional organisa-

tions. They are also moving in the direction of supporting the efforts of a number of neighbouring countries to create training institutions to serve the needs of a region. Such forms of intra-regional cooperation have now extended and covered a number of fields. *The seminar may wish to examine the modalities of furthering regional cooperation in social development fields, particularly in the field of training.*

5. PROMOTION OF RESEARCH IN SOCIAL DEVELOPMENT PROBLEMS

Government and operating organisations are very often pre-occupied with day-to-day problems with little attention to the evolution of long-term policies and programmes of a social significance. International organisations can fill this gap by promoting studies on social factors of development. They could also promote studies on the techniques of social projects and bring to bear modern methods of scientific social research on evaluation of social devlopment projects, for example cost-benefit analysis. The Seminar may, consider the most useful form of the assistance in the field of research and evaluation techniques in social development.

GROUP REPORTS

REPORT OF GROUP I

RELATIVE ROLES OF STATE AND VOLUNTARY AGENCIES IN THE ORGANISATION OF SOCIAL SERVICES

Chairmain	..	Dr. J. F. Bulsara Bombay
Co-chairman	..	Mrs. Suparb Vissesurakarn Bangkok
Secretary	..	Sri D. L. D. Samarasekara Ceylon High Commission
Rapporteur	..	Sri V. Gopalan Planning Commission
	..	Sri S. D. Gokhale, Poona

INTRODUCTION

The Group held five sessions, during which several learned participants from abroad and representatives of various Government Departments, statutory and voluntary organisations and Schools of Social Work took part in the deliberations, making valueable contributions to the elucidation of the theme under discussion and to mutual enlightenment. The seminar is indebted to them for this welcome cooperation. Several interested observers also attended the deliberations. The Group Chairman and Co-chairman would like to take this opportunity of offering their special thanks to four members of the Group, viz. Dr. M. S. Gore, Mrs. Barbara Rodgers, Dr. P. T. Thomas and Sri V. M. Kulkarni for helping the office-bearers in drafting the report of the Group. They would also like to thank the Secretary, Shri D. L. D. Samarasekara and Rapporteurs Sri V. Gopalan and Sri S. D. Gokhale for their willing assistance iu the arduous work of taking notes and preparing the report. Our thanks are due to the office staff for the ready willingness with which they have responded to the many calls made on their services. Five papers were submitted for consideration as listed in the appendix.

While discussing the roles of state and voluntary agencies in the organisation of social services, the group decided to include in social services Health, Education, Housing and Social Welfare for the purposes of a general discussion of social administration. However, in working out the details of the respective roles of the two types of agencies, the Group decided to confine itself to the field of social work and welfare.

Voluntary agencies include those small local groups with open membership and democratic functioning as well as those with a larger regional or national coverage.

1. STATE AND VOLUNTARY AGENCIES AS PARTNERS

Whatever the stage of development of society, and whatever its social and political structure, there would always be various needs of local communities in village, town or city, some of which will be met better and quicker by the communities themselves by cooperative action or by organised voluntary agencies working within the community. Local communities and voluntary agencies will thus always have a vital role to play in satisfying local needs and promoting the overall social wellbeing of their members. State agencies will have their responsibility to discharge those functions which have been assumed as statutory responsibility. These may increase and improve as national resources grow. But at every stage of national development, the need for local community action to meet various needs will remain paramount.

The state and community are equal and necessary partners in the common concern of achieving maximum social wellbeing. This is equally true where the services are organised by state agencies to meet a statutory responsibility. The cooperation of the state and voluntary agencies in meeting social needs will always make for better results, improved services and larger satisfaction.

2. RELATIVE CHARACTERISTIC ROLES OF STATE AND VOLUNTARY AGENCIES

A. There are spheres of social action suited to each type of agency. The following services can be within the competence of voluntary agencies, viz.,

(a) Perceiving and publicising developing needs in a changing society ;

(b) Creating public opinion in favour of progressive social legislation ;

(c) Pioneering new services which statutory authorities are slow in recognising ;

(d) Experimenting with new techniques in bringing about changes in people's traditional attitudes or in organising social services ;

(e) Undertaking services of an *ad hoc* or local nature such as a club or recreational programme for a needy section of the community ;

(f) Stimulating public participation and enlisting voluntary assistance to improve state or voluntary social services.

B. The following services would be within the purview of state agencies :

(a) Enacting and enforcing legislation on social issues after suitable preparation ;

(b) Implementing a nation-wide or large-scale grants-in-aid programme, supplementing and strengthening, rather than substituting or replacing voluntary endeavour ;

(In countries where voluntary agencies are not well-developed, there is need for promotional work through a liberal programme of grants-in-aid by the State).

(c) Regulating social services and social service institutions organised by voluntary agencies, such as licensing of welfare institutions, ensuring minimum standards of service, and preventing exploitation ;

(d) Providing services of a custodial-protective nature such as correctional administration in juvenile institutions and jails, enforcement of Beggar Act, etc.

(e) Enforcing legislation and providing field services in connection therewith, as in the case of suppression of immoral traffic Act, Children's Act. etc.

(f) Promoting services of a statutory nature entailing nation-wide coverage, such as education, health, labour protection, social security services, etc.

(g) Sponsoring and promoting the widest possible creation of community consciousness and voluntary action as a measure of promulgating the democratic process.

3. ADMINISTRATIVE PATTERN FOR VOLUNTARY AGENCIES

Voluntary agencies would have various patterns of administration according to their size, history, development and functions. It would not be possible to lay down a uniform pattern for all. Democratic functioning of voluntary agencies is necessary and an atmosphere needs to be assiduously created where both the volunteer and paid workers would find congenial milieu to work. Workers should be allowed participation in meetings of management committees and consulted with regard to policy-making. Both statutory and voluntary agencies need to make more use of qualified and trained personnel, so that the quality of service may be improved. Grant-in-aid should be used to encourage voluntary agencies to employ trained workers and also for staff development. An inter-flow of staff between state and voluntary agencies should be encouraged as much as possible.

4. REGISTRATION RECOGNITION AND LICENSING

All voluntary agencies need to be registered and the provision of the Registration Act regarding the furnishing of accounts, reports and other requirements of accountability need to be enforced. Quinquennial reports containing relevant factual and statistical information, to be published by the Registrar, would be of value to the voluntary agencies working in various fields. Some system of recognition needs to be provided by an accrediting agency to all voluntary agencies collecting funds from the public or sending out appeals for funds. The Central Social Welfare Board, the State Advisory Boards and Departments of Social Welfare should evolve in cooperation an adequate system of recognition of voluntary agencies. Legislation on the lines of Licensing of Women's and Children's Act may be considered for other vulnerable groups.

5. COOPERATION AND COORDINATION

Social work being directed towards social well-being, every agency, statutory or voluntary, should welcome cooperation with sister agencies working in the same field of service or geographical area. The formation of councils of social service agencies at various levels might well promote such cooperation and coordination. Such a council could perform functions such as (a) discuss problems of common interest and find solutions, (b) make concerted representation to planning and other authorities, (c) offer agreed opinion on social problems and measures, (d) help promote new social legislation, and (e) pool resources.

Grant-giving bodies could help voluntary agencies in the same service field or in a contiguous area to come together periodically and deliberate upon problems of common interest.

It has also been the experience for long that social work agencies have not been effectively organiscd for concerted action. To give an effective lead on social matters, welfare agencies need to organise themselves vertically or service-wise, and horizontally or area or region-wise. As far as possible these coordinating agencies should be right up from the smallest local unit through the regional to national level. This would give them the strength of union to speak with authority. Such an organisation if manned with a properly trained full-time worker, would be able to achieve substantial results.

6. COUNSELLING SERVICE

For purposes of improving the quality of social services offered by welfare agencies, as also for seeing that the grants given to them are put to optimum use, a competent counselling service is highly desirable at the present stage of social development in developing countries. Such a service could be provided by national voluntary orgsnisations with several branches or affiliated agencies, as also by statutory agencies like the Departments of Social Welfare, the Central Social Welfare Board and Social Welfare Advisory Boards in the States. The Central Welfare Board could provide such counselling service on a regional basis and offer it to all those agencies, grant-aided or not, who

request it. The service should be composed of qualified, trained and experienced personnel.

It is advisable to keep the inspectorial staff quite independent from the counselling service.

Staff members of the Schools of Social Work can undertake counselling at the request of the Agency concerned by appropriate arrangement for travel cost, etc.

7. ENLISTMENT OF PART-TIME VOLUNTEER WORKERS FOR IMPLEMENTING STATUTORY SERVICE:

There is in every small or large community a sizeable reservoir of volunteer workers, especially among the middle class and richer sections of society, among the retired persons and the youth of both sexes, willing or capable of giving part-time service. The number of volunteer workers could be very substantial in larger cities. This reservoir of volunteers has not been adequately tapped, nor used to optimum advantage. A systematic survey of the fields in which volunteers are required needs to be made. A Volunteer Bureau properly organised and adequately staffed, could undertake such a survey, prepare a register of voluntary workers, and develop opportunities for the most effective use of such volunteer services. Such a Bureau can also help in supplementing community services.

A further source of voluntary service is the young student who is studying in or has left high school. A major step will have been taken if a spirit of service and team work for the welfare of the community could be inculcated amongst the students by their continuous exposure at an impressionable age to such social work as is creative, productive and involves discipline.

While it is recognised that a spirit of service is required among all social workers, it was noted that missionary societies offer unique opportunity to those who wish to give life-time service.

8. SURVEY AND RESEARCH :

Where planning is carried on on a country-wide scale and in the totality of social service field, planned survey and research become imperatively necessary to know which way social forces are moving and what new needs or social ills are arising. Such studies would also prove useful to social services working in various fields to formulate their programmes. Research Cells in larger social service departments of government and statutory and voluntary agencies need to be established for collecting, processing, analysing and interpreting the data and information in their respective fields of activities. Grant-giving bodies need to see that smaller voluntary agencies are helped to keep systematic and accurate records of their activities, so that the reports and data furnished by them could be utilised for purposes of research.

Planned use of the Schools of Social Work, Research organisations and

University Departments could be made for this purpose, and coordination established between agencies giving grants for research to avoid duplication and to secure a much needed clearing house of information.

9. ASSESSMENT AND EVALUATION

Evaluation is essential to test the efficacy of social services provided by statutory or voluntary agencies, for improving the methods and techniques employed and for preventing wastage. Assessment and evaluation should therefore be a built-in process in the organisation especially of the larger statutory and voluntary agencies and grant-giving bodies. It should be internal and preferably annual. External or independent evaluation would prove useful and should be provided for periodically every 3 or 5 years. Schools of Social Work, professional Social Workers, University Departments, experts and workers of long experience could help voluntary and statutory agencies in carrying out impartial evaluation.

10. TRAINING AND ORIENTATION

Training of social workers of various categories and at different levels is carried on either by statutory agencies or voluntary organisations. It is carried on through training centres or institutions and on-the-job or in-service training.

Training is very important for the all-round effectiveness of services at the field, supervisory, administrative, policy-making and planning levels. From the discussion of the relative roles of state and voluntary agencies in the area of training, the following points emerged :

(a) If the training programme is of a long-range nature and the personnel is to be employed on a permanent basis, the training institutions should not be of an *ad hoc* nature, or controlled exclusively by the department concerned with the employment of the trainees. They should be fitted into the over-all educational system of the country. The standards of training and other requirements should be regulated by a proper educational authority, or a duly constituted professional body such as a Council of Social Work Education.

(b) As regards the training of full-time paid workers employed by voluntary agencies, this should be done by properly established and staffed educational institutions.

(c) There is need to provide orientation for all voluntary workers either at the field, management or policy-making level. Short-term orientation of voluntary workers, Board or Committee members and like personnel as well as in-service training may be done by larger organised voluntary agencies with the assistance of the schools of social work according to the varying requirements of the agencies concerned.

(d) Seminars with participants drawn from voluntary and state agencies,

to discuss the areas of co-operation could help towards better understanding between the two categories of workers.

(e) Training of workers costs considerable sums of money. In order that such expenditure is not wasted and trainees do not meet with frustration, there should be adequate survey of needs and follow-up after training to see that trained workers are given appropriate placement. Where stipends for maintenance are provided during training, this precaution for appropriate placement becomes all the more imperative.

(f) Training facilities available in training institutions, state or voluntary, should be utilised to the full in each course. If a full complement of candidates cannot be found from the agency sponsoring the training, opportunities be given to other suitable candidates drawn from other agencies by some mutual arrangement regarding sharing of costs, etc.

(g) When simpler orientation has to be provided over a short period for such work as recreational guidance, hospital or home visiting, smaller voluntary organisations can band themselves together to provide the training.

11, FINDING ADDITIONAL FINANCIAL RESOURCES FOR SOCIAL SERVICES

There are a large number of charity trusts and religious endowments which have large funds, properties and grounds. Not all the income is utilised for the charitable or religious purpose of the trusts, and surplus incomes accumulate to inflate the corpus. It is therefore necessary to see that both surplus income and the income of idle trusts are utilised for providing social services for the all-round betterment of the conditions of the community. The legislation should therefore be given liberal interpretation, suitable to the progressive spirit of the times. Inventories of all such endowments need to be made for the above purpose.

Whereas the principle of substantial grants from public revenues in promoting social services has been accepted, every effort should be made to explore fresh avenues for fund raising. This is essential to foster the spirit of self-help among local communities and to make them self-reliant.

International aid should be made available on a larger scale than hitherto to voluntary agencies. Appropriate machinery should be evolved for consultation of voluntary agencies while negotiating for such aid.

APPENDIX

PAPERS FOR GROUP I

1. Relative Roles of State and Voluntary Agencies in the Organisation of Social Services.

   By Dr. M. S. Gore, Bombay.

2. The Role of the Community and State in the promotion of Social Welfare.

   By Dr. J. F. Bulsara, Bombay.

3. Relative Roles of State and Voluntary Agencies in the organisation of social services.

   By Mrs. Barbara N. Rodgers, Manchester University

4. Partnership of State and Community in Statutory Welfare Setting.

   By Shri S. D. Gokhale, Poona.

5. Administration of Religious Funds for Welfare Services.

   By Shri C. Anna Rao, Bangalore

PATTERNS OF SOCIAL ADMINISTRATION AT THE NATIONAL PROVINCIAL AND LOCAL LEVELS

Chairman : Mr. S.T. Divers,
U.N. Regional Consultant on Public Administration ECAFE.

Co-Chairman : Mrs. Yashodhara Dasappa,
Minister for Social Welfare,
Government of Mysore, India.

Secretary : Mr. P.D. Kulkarni,
Assistant Chief (Social Welfare),
Planning Commission, India.

Rapporteur : Dr. (Miss) Sindhu Phadke.
Lecturer, Delhi School of Social Work.

INTRODUCTION :

1. The Group had before it the following papers :—

Mr. B.Mehta, Chief Secretary. Government of Rajasthan. Social Welfare Administration.

Mr. C.D. Barfivala—Social Services at Local Level.

Mr. S.T. Divers, United Nations Regional Consultant for Public Administration ECAFE—Social Administration and Technical Assistance in countries of the ECAFE region.

It took particular note of the addresses given at the inaugural session by the Chief Justice of India, Mr. P.B. Gajendragadkar, by the Seminar Chairman, Prof. V.K.R.V, Rao, and the Seminar Director, Dr. (Mrs.) Durgabai Deshmukh.

The Group felt that the fol'owing extracts from the address by the Chief Justice of India were of special significance to the problems under consideration.

"The administrator has to face the challenge thrown by the pulls and pres-

sure of socio-economic demands and by the persistent clamour of unsatisfied human desires and aspirations"

"The administration must also be participative in the sense that the community at large must be persuaded to join the efforts which social administration makes in rendering social services to the community".

2. The Group decided that no useful purpose would be served by attempting any definition of "social administration" or "social services". As a working procedure they would use the term in its wider connotation implying the comprehensive administration, in whatever form, of the entire range of social services. Social welfare administration in the specific and narrow sense was a part of social administration and necessarily often had particular attention focussed on it. Whenever it was necessary to refer to activities in this narrow sense, the term social welfare services would be used.

3. The Group also considered that social administration was a special application of public administration which latter also now partook substantially of a social service pattern—was indeed a social service. Personnel in the entire field should be on a status of equality. But the civil servant or local government servant of today must be trained in the human approach expected of a servant of the public.

4. Notes on the present patterns of social service administration in the various States of India were available to the Group for reference and a country paper from Afghanistan. Participants from Ceylon and Thailand explained the pattern in their countries. The Group noted that the prevailing patterns of social administration in all the countries for which information was available had the following broad common characteristics :—

(*a*) no provision exists at any level for established procedure for taking an unified view of the entire range of social services with due regard to other objectives of national development policy ;

(*b*) Education and Health were always established social services and had separate Ministries to administer them, other social services and social welfare services were usually spread over various Ministries/departments and the grouping differed from country to country. Social welfare services depended considerably on general administrators for the implementation of programmes.

(*c*) machinery for implementing social services and social welfare services and especially for evaluation was inadequate ;

(*d*) demarcation of responsibilities at national state and local levels and the extent of decentralization of administration were uneven both as between countries and within the same country.

5. Formulation and declaration of policy were essentially the responsibility of national government. In addition, the functions of coordination between the various main sectors of social services, for example, Health, Education, Housing, prescribing minimum standards of performance of national programmes, arranging for research operations and pilot experimental projects in major national problem areas, and obtaining essential technical assistance from external services and arranging for its full effective use, were cited as primarily the responsibility of national government.

6. The formulation of national policy should be built up from the requirements and statements of needs of State Governments and local bodies and machinery should be developed to ensure that consideration was given to expression of these needs. Voluntary organisations can also make a valuable contribution through their special knowledge. A comprehensive statement of policy for all sectors of social services, health, education, housing, welfare services, etc. should always be promulgated as a section of national development plans irrespective of any general authoritative statement which might appear elsewhere, for example the constitution. There appears to be no adequate procedure for this at present and it is urged that national and State governments should design suitable arrangements for the purpose. A sub-committee of the Cabinet and the national planning body were suggested as the suitable machinery for the purpose.

7. The development of social welfare services demanded greater inspiration and encouragement than they now received. It is recommended that all clearly identifiable social welfare services should be grouped under one administrative portfolio at national level which should take the lead in supporting their development including supporting voluntary bodies (which are dealt with separately later on in this report see para 16/). Whether this should be a separate Ministry of social welfare, or a separate department under a Minister having responsibility for a social service like education or health, is a matter for choice by the respective countries.

As regards the position of public assistance and social security programmes, the group recommended that where such programmes involved the care and maintenance of people in institutions they should become the responsibility of the new Ministry or Department, but that when assistance was by way of cash benefits arising out of contractual obligations, the responsibility should remain with the Ministry etc. having the major interest. In other cases the schemes of public assistance should be with the Ministry handling social welfare services.

8. The group was not in a position through lack of time and information to express any firm opinion about the pattern which should be followed concerning public assistance and similar single purpose schemes. It was, however, inclined to the view that the pattern of administration of public assistance should ensure speed and efficiency with due regard to the principle of public accountability. This idea might well be developed with advantage for the purpose of defined welfare services which might even be linked with public assistance.

9. The group endorses completely the views expressed by the Chief Justice in his inaugural address and also those of Mr. B. Mehta in his paper, that the ordinary people must get a full sense of participation in the planning and implementation of all forms of community services, that is to say, social administration. Social Service administration, should, therefore, be an integral part of local government administration at the various levels. In India the pattern has been initiated by the institution of Panchayati Raj. This is not to say that activities of voluntary organisations should cease, indeed quite the reverse. Voluntary organisations are, however, being dealt with fully in another group and some aspects are also being dealt with later in this report.

10. The responsibility of direct administration of social and welfare services are mainly vested in State Governments. It is not possible nor desirable to define in this report or indeed for national government so to do, in any precise manner, the demarcation of responsibilities between the different lower levels or to indicate any particular standard pat ern beyond what is now established by law for Panchayati Raj as much will depend upon local circumstances, the nature and extent of development both economic and social being carried out, the degree of competence achieved by the different local levels. This should be matter for determination within States, where and necessary, following special study. It is essential, however, that,

(a) responsibilities at the different levels should be defined clearly ;

(b) there should be no interference with lower levels in the exercise of authority so devolved ;

(c) Within their respective areas the local bodies should be free to plan and execute their own development schemes and improvements without seeking higher authority, provided they are using their own resources entirely or, which is within the exclusive field of a government agency ;

(d) supervision by higher authority should always be of the nature of encouragement and guidance.

11. State Governments should operate a definite policy to devolve progressively more and more responsibility for local services and particularly social services to the local authority. Indeed it is likely to be profitable if the rate of development of the latter outstrips the remaining services. Only by so doing is the full participation of the people likely to be secured and on this depends the lasting nature of the development of local social services. To do this and to be able to ascertain the results of this policy, a State should introduce a system of evaluation and such a task might prove a fitting project for a university in order to secure an external objective assessment.

12. The new role of the District Officer in India is most important in this scheme of things, He should be vested with the power to ensure that the policy of government and the local bodies in the matter of social administration, is properly executed, that the people's problems and interests receive

proper treatment, and that executive guidance is given to the developing local bodies.

13. Generally, the social service needs of local bodies at the village level are simple and, with guidance, within their competence to perform. Where these services form part of a larger scheme of operations, for example, a school and its operation and servicing, obviously the whole will be beyond the village local body. But part of the service can be within village competence, even to the extent of providing school meals under guidance initially. Such matters can only be determined localiy and the division of responsibilitees determined as mentioned in Para 10. Levels below the State and, sometimes the State level itself will require the support of technical services from the next higher levels.

PERSONNEL OF LOCAL BODIES

14. It is essential to ensure the neutrality of personnel working for local bodies at all levels whether in the general or social services fields. It is recommended that as a step towards this end the Chief Executive Officer of the Zila Parishad should also be Chief Personnel Officer for personnel of all grades serving with all local government bodies within his area. He should be responsible for protecting the legitimate interests of all staff. It follows that machinery and procedures should be established in all States for recruitment of personnel laying down and regulating service conditions and adjudication of disciplinary matters.

VOLUNTARY ORGANISATION :

15. The group considered that voluntary organisations would continue to play an important role in the administration of social services. Their relationships with local bodies should be that of partnership. Local bodies (or state authorities) should not hesitate to entrust tasks to voluntary organisations within known competence and having done so, exercise the minimum control or interference ; the methods to be adopted in carrying out the tasks being first agreed with the voluntary body. Payments should normally be made to a voluntary body for its services.

In some areas it is customary for representatives of voluntary organisations to meet elected councillors and officials regularly to discuss local problems. The practice should be extended and possibly take the form of joint advisory bodies at different levels.

16. The Group was not in a position to study adequately the full implications of the position of voluntary organisations beyond what it has done. But it inclines strongly to the view that there should be an effective association of organisations at the State level and at national level to provide forums of discussion and exchange of ideas and sources of interchange of views with Government. There should be rules to be complied with before affiliation with such associations became possible.

17. Among factors requiring regulation in voluntary organisations, the

Group attached importance to the service conditions of the personnel employed. It was appreciated that social workers were imbued with missionary zeal to work for voluntary organisations some of whom offered their services on little or no payment and this was all to the good. But it was necessary for the majority of wholetime salaried executives of voluntary organisations to be assured of (i) security of employment, (ii) emoluments for lower grade staff to be at comparable rates available in corresponding jobs under other employers in the same area, and (iii) wherever possible provident fund or other similar provisions.

18. Honorary and salaried workers in a voluntary organisation were complementary. There was no reason to suppose that acceptance of payment and dedication could not go together. The voluntary organisation provided the proper auspices under which the sense of partnership between all workers whether honorary or otherwise could best be fostered.

TRAINING

19. Field practice work should be an integral part of all training activities, and refresher courses should always be organised to keep staff abreast with changing requirements.

Training facilities should be available to all workers in voluntary organisations, lay workers as well as others. The principle should also be extended to elected members of local bodies.

20. Special attention is needed in training all such people and in all forms of education to the creation of a sense of civic responsibility. Initial training courses for administrative staff could with advantage include a period of field work for orientation purposes, now so necessary.

21. The Group noted that most of the existing training programmes concentrated on individual training and overlooked the team approach that was so essential in all settings of social administration. In order to inculcate the team outlook, it was necessary to plan the training programmes on an integrated inter-disciplinary approach. It could be further promoted by drawing into the training programmes both officials and non-officials working on related jobs. In fact, the success or failure of a social administrator depended not merely on the mastery of his own specialisation but mainly on his ability to work as a composite team.

APPENDIX

PAPERS FOR GROUP II

I. Social Welfare Administration—

by

Shri B. Mehta,
Chief Secretary to the Govt. of Rajasthan,
Jaipur.

II. Social Services at Local Level—

by

Shri Chunilal D. Barfivala,
Director-General,
All India Institute of Local Self Government,
Bombay.

III. Social Administration and Technical Assistance in the Countries of the ECAFE Region—

by

Mr. S.T. Divers,
U.N. Regional Consultant on Public Administration,
ECAFE
Bangkok.

REPORT OF GROUP III

SOCIAL ADMINISTRATION IN RELATION TO PUBLIC ADMINISTRATION

Chairman	:	Dr. J.N. Khosla, Indian Institute of Public Administration.
Co-chairman	:	Mr. Mohamad Nabi Salhi, Faculty of Law, University of Kabul.
Secretary	:	Shri I.E. Soares, Planning Commission
Rapporteur	:	Shri D. Paul Chowdhry, : Central Social Welfare Board.

The deliberations of the Group took into account the following papers that had been circulated in advance:

(1) "The status of social administration in relation to public administration" by Mrs. Renuka Ray, M.P.,

(2) "Background paper on public and social administration" by Prof. V. Jagannadham, and

(3) "Status of social administration in relation to public administration", by Prof. V, Jagannadham.

(4) Steps to improve the relations between Social Engineer and Public Administrator by Dr. Bertram Collins.

2. In discussing the connotation of the term "social administration" and its scope in relation to public administration, the Group affffirmed the observations made by the Chief Justice in his inaugural address that the concept of social administration is modern and will continue to widen the horizon of public administration. The Group arrived at the following definition:

> "Social administration is that part of administration which provides and operates services leading to the removal of prevailing disabilities and to the creation of opportunities for the well-being of individuals and families in the community".

This definition covers both the broader and the narrower aspects of public and social administration. The scope of this definition is also wide enough to include not merly the more limited aspects of welfare, but also the removal of existing disabilities and the creation of opportunities for welfare, as an end-product.

3. The Group then formulated some major issues for discussion. In presenting the consensus on these issues it is necessary to refer to the change in the title of the subject discussed by the Group. It was felt that the term "*status* of social administration" limits the scope of discussion and it does not help to bring out the larger purpose, viz. the provision of services to the citizens in the context of development. Therefore, it is considered desirable to discuss social administration in its relationship to public administration, rather than confine it to the narrow topic of 'status'. The present status reflects the accidents of historical growth, rather than a recognition of a value based on the scope and content of a service provided to the community. It is necessary to consider how best these services can be provided and the basic conditions ensured for securing popular satisfaction. In this context, it was decided to re-phrase the heading as "Social Administration in relation to Public Administration."

4. The Group discussed the factors which impede the provision of proper services in the field of social administration and identified three major areas of impediment:,

(i) the lack of a clear social policy and the gaps in programmes and legislation;

(ii) the dispersal of services and the difficulties encountered in their co-ordination; and

(iii) the heirarchical organisation and bureaucratic procedures in the traditional systems of administration.

5. In most countries, developing and advanced, the dispersal of services is a common feature, more so in countries with a federal form of Government. Even in countries with a unitary form of Government, there is a dispersal of functions among various departments at the national and local levels and this leads to gaps and duplication in services and functions. Attempts are being made to bring about the much-needed co-ordination, but so far without much success.

6. In order to secure this co-ordination and integration at the national level, the Group was of the opinion that except for long-established services, such as 'Health' and 'Education', it should be possible to bring together with benefit other social/welfare services into a unified Ministry of Social Welfare and Social Security. Until this recommendation on the setting up of a Ministry can be implemented, a beginning should be made by bringing these related subjects under a welfare department, as part of an existing Ministry.

The logical follow-up of such an arrangement at the national level should

be to set up a similar organisational framework at the State level and extend it further to viable welfare units at the district level and in selected municipalities.

7. The Group appreciated that the heirarchical framework of any organisation could not be dispensed with, but where departments and their personnel come into contact with people in rendering services, the traditional heirarchical system does not always encourage the efficient provision of such services. Similarly, the existing financial and reporting procedures also impede the efficient rendering of services, and the undertaking of responsibility by workers at the bottom of the administrative pyramid. If solutions are to be found for the many and complex problems that confront the social administrator, it is necessary to develop a dynamic approach to administration. Procedures and regulations should be so framed as to ensure that the people get the full and timely benefit of the services provided and that the worker is encouraged to use his perception and initiative. In this context, the Group recommended.

(i) greater decentralization and delegation of authority;

(ii) simplification of existing rules and procedures;

(iii) integration of different functions, wherever possible,

(iv) a revision in the concept of supervision, from the mere giving of directions and inspection of performance to more active help and guidance; and

(v) utilisation of professional workers at different levels of administration.

8. The Group took up for consideration the question of orientation of political leaders, senior civil servants and social scientists. At present, there is a conviction that economic development has been accepted as a predominant objective by the policy makers and, thus, tends to over-shadow the social services; whenever any economies are considered, the axe falls on the social services. It is necessary to orient the attitudes of the policy makers, planners and top administrators towards understanding the significance of social services, not merely as hand-maids of economic development, but as valuable in themselves—for building up human resources, for bringing about social change and in meeting the special problems generated by industrialisation and urbanisation. In this connection, it was felt that the social scientists can play a significant role in identifying social problems and helping to find solutions, provided they orient their studies to the problems faced by administrators and workers in the field.

9. The Group would like to draw attention to certain specific measures that have been undertaken for the orientation of civil servants and political leaders with regard to social administration, e.g.,

(i) in some States, lectures have been arranged for legislators on social policy and problems, and

(ii) in some State Governments, new recruits to the administration were first appointed to posts in the welfare field at the block level, e.g., Block Development Officers.

These measures could be extended by strengthening the teaching of social sciences and social administration for new recruits to the civil service in the training institutes at the National and State levels. Short-term refresher courses could also be arranged for existing civil servants.

10. The Group considered that the present administration is vitiated by a status-consciousness and that in the net work of agencies, departments and cadres, there is a low esteem for social service departments. The degree of esteem, however, varies from department to department. The long-established social service departments, like Health and Education, have a higher degree of esteem than the more recently established departments like Tribal Welfare, Social Welfare and Labour Welfare. But on the whole, the lack of an integrated and a recognised cadre stand in the way of getting a proper place in the heirarchy of administration. Furthermore, senior posts in welfare departments are often filled by persons with a traditional training in administration, which does not encourage them to work with people. Social administration involves a two way flow of ideas and responses, the administration and the people reacting on each other in the framing and execution of programmes. It was felt by the Group that social administrators and functionaries should be given the same status as other public administrators. Their lower status was attributed to a number of factors including the colonial past and the authority exercised by public administrators in the older departments. The Group agreed that, within the framework of new social attitudes, conditions should be created to raise the status and prestige of the social administrators and functionaries by providing them with various perquisites of status and prestige, including better salaries.

11. The Group debated at length the question of staffing of senior positions in social services and social welfare departments. There was a general agreement that the practice prevailing in some countries of appointing generalist-administrators as Directors and Heads of Departments, such as Health, Education and Social Welfare should be discontinued; instead, these positions should be reserved for professionally trained and competent specialists. Since professional knowledge was considered essential for a proper development of social/welfare policy and its efficient implementation, it was further recommended that the Director should be assisted by an administrator, in order that professionally competent persons may be relieved of certain administrative duties. It was agreed that the Secretary of a department may ordinarily be a generalist-administrator, with proper orientation. There should, however, be no bar to a departmental head or a director reaching the position of a Secretary, if he proves to be capable at public administration. With regard to statutory boards, the Group felt that the membership/leadership of these boards should be given to persons having both professional knowledge and administrative competence. Regarding staffing of these boards, the general policy of filling posts by merit may be followed.

12. The Group considered it highly desirable that the administrators, the professional functionaries and the social scientists should develop a co-operative relationship and make their respective contributions to the proper development of social policy and administration. This relationship can be developed by bringing them together in seminars, conferences and discussion groups. The practice in the United States of exchange of personnel between

the administration, universities and other academic bodies was appreciated and it was recommended that such inter-change should be encouraged in the developing countries. Fellow-ships and short term assignments may also be used for facilitating this inter-change.

13. The Group considered the recommendations of the Study Team on Social Welfare under the Chairmanship of Smt. Renuka Ray, M.P., regarding recruitment and training of social welfare personnel at different levels and expressed general agreement with them. The proposed three-tier staffing system would ensure that the right type of welfare personnel are recruited and trained to man posts at the field, intermediate supervisory and headquarters level. Such a channel of communication and promotion would provide an antidote to the existing feeling of frustration and introduce a measure of stability among welfare personnel.

14. With the recent decision in a number of developing countries to extend the coverage of existing social security programmes to new groups and to vary the amount and type of benefit, it is necessary to think of strengthening the programme through such measures as (a) setting up a unified recruitment agency, (b) bringing salary scales on par with other departments, and (c) organising in-service training programmes and refresher courses. It should also be possible to send local personnel for study and observation to countries with a background of experience in social security and to bring in experts from these countries to advise in the framing of such programmes.

15. It was agreed that a separate cadre should be constituted for social welfare administrators to man the programmes at the National, State and local levels. A beginning should be made by defining job requirements, framing recruitment rules in line with these requirements, organising training programmes at the undergraduate and post-graduate levels with an emphasis on social administration, conducting in-service training programmes for personnel already in position and increasing the social administration content in the training courses for public administrators at the Central and State levels.

16. The Group discussed the need for study and research into the problems of social administration, especially those of communication, public participation and public reaction to social welfare programmes. Since social administration is client-oriented and aims at providing services to the people, research in communication and public participation is of great importance. The Group agreed that the existing machinery at the National, State and local levels for the review and evaluation, of welfare programmes should be strengthened and expanded. Universities and research institutes should also be drawn into such programmes of research and evaluation. It is necessary to emphasise that an inter-disciplinary approach holds out the best promise in securing an accurate and unbiassed analysis of social, economic and political trends.

17. It was also felt that the approach developed by such leaders as Gandhiji Tagore and Danilo Dolci for mass communication and for evoking public response, enthusiasm and co-operaton should be studied and examined in terms of their use and applicability by social adminisrtators.

18. The Group did not take up the question of voluntary agencies in detail, as this aspect was covered by Group-I. It felt the need for proper co-ordination between the voluntary agencies and State agencies to avoid unnecessary duplication and overlapping. The Group accepted the need for a proper orientation and education of the leaders of voluntary agencies and of discouraging extraneous influences, for example, the tendency to treat the voluntary social services as a stepping stone to political power. The possibility of developing a Community Chest movement, on the American model, to improve the finances of the voluntary agencies is worth exploring. There was a suggestion for developing a code to secure adequate working conditions for the paid employees of the voluntary agencies. The group also felt that the voluntary agencies need to improve and appreciate proper procedures for accountability.

19. In conclusion, the Group would like to draw attention to the point made typical imagery, by Prof. Titmuss: "The social services can no longer be considered as 'things apart' as phenomena of marginal interest, like looking out of a window on a railway journey. They are part of the journey." The social administrator must prove both responsive and responsible in assuming new and expanding functions in keeping with the hopes and aspirations of the people in developing countries.

APPENDIX

PAPERS FOR GROUP III

I The Status of Social Administration in Relation to Public Administration

by

Smt. Renuka Ray, M.P.

II Status of Social Administration in Relation to Public Administration

by

Prof. V. Jagannadham,
Professor of Social Administration, Indian Institute of Public Administration.

III Background Paper on Public and Social Administration

by

Prof. V. Jagannadham.
Indian Institute of Public Administration.

IV Steps to Improve the relations Between Social Engineer and Public Administrator.

by

Dr. Bertram Collins,
University of West Indies

REPORT OF GROUP IV

INTERNATIONAL COOPERATION IN THE DEVELOPMENT OF SOCIAL WELFARE ADMINISTRATION

Chairman	Mr. W.H. Chinn, Department of Technical Cooperation, U. K.
Co-Chairman	Miss Ruby Pernell, U.S. Embassy
Secretary	Dr. K.V. Sridharan, Cleveland International Programme
Rapporteur	Dr. A.P. Barnabas Indian Institute of Public Administration

The group held five meetings and discussed the subjects under the following main heads:—

(1) The use of external aid

(2) The need for coordination and consultation between aid-giving agencies

(3) Coordination of aid within the receiving countries.

(4) External aid and Voluntary Societies

(5) Regional Cooperation in Technical Assistance.

(6) Technical assistance and Training and Social Research.

The group first considered the various forms of external aid available to the region which included multi-lateral and bilateral aid. Regional Technical Assistance Schemes e.g. The Colombo Plan and aid from Trusts and Foundations. Consideration was also given to the form of aid which was supplied through religious and voluntary organisations with international or foreign based headquarters. It was clear that while external aid in certain fields, particularly the economic, was fairly extensive, little or no aid has been available in the field of social development. While the reasons for this are obvious, the group strongly expressed the view that more aid in the social field was essential for a more equitable balance between social and economic development.

The group agreed that more attention needed to be given for the effective utilisation of aid and listed the following pre-conditions:

(1) Aid should be given for a specified period.

(2) It should be directed to assist a specific programme

(3) The receiving country should acquire and develop local resources to ensure the continuity of the programme.

(4) Adequate orientation of outside consultants and experts.

When considering aid in the social development field it may be necessary for the requesting country to seek advice from outside on the form such aid should take and its place in the order of planning priorities.

It was made clear that international and national aid is undertaken under contract from government to government. Aid from Trusts and Foundations is also usually cleared through government. This administrative structure raised crucial issues not only for government and agencies anxious to obtain aid in the social field but more particularly for voluntary social service organisations, whose values, potentialities and needs are overlooked in the bureaucratic process.

Bearing in mind that in developing countries voluntary organisations often play a major part in social development, the group considers that some means should be found for associating such agencies in technical assistance programmes. The group recommends that in each country, there should be a coordinating body for the collection and dissemination of information regarding aid programmes. Such a body should associate the bona-fide voluntary organisations with the government plans for requesting aid in the social field. This would ensure that voluntary bodies receive assistance commensurate with the value of the work they are undertaking. This could be achieved through some such body as a Council of Social Service on which government was represented.

COORDINATION

The group emphasized the need for greater coordination in the implementation of Aid Programmes. Often an agency seeks help for the same programme from several aid giving agencies and as there is no clear demarcation of areas of work among the various aid giving agencies, there tended to be delay, overlapping and duplication.

Among the difficulties affecting co-ordination between and among the agencies are the following :—

1) International and National Technical Assistance Agencies have their own policies and procedures.

2) Trusts and Foundations operate independently.

3) Political considerations frequently colour aid giving and aid receiving decisions.

4) Aid may be tied to a particular currency.

The group recommends the following to bring about greater coordination :

1) Some steps should be taken to encourage fuller exchange of information between the aid giving agencies in an attempt to avoid overlapping.

2) The aid receiving country must itself effect coordination within the country between the various agencies giving aid. Therefore some sort of coordinating committee should be set up by the government concerned.

3) The U.N. Regional and country offices should also help in coordination.

4) Coordination should be attempted at the local level wherever feasible, (an example of this is in Madras wherein certain aid giving agencies, the aid receiving and distributing agencies and municipality and government departments have a committee to effect coordination in a particular programme).

TRAINING

The group considered that training in the social welfare field is the most important aspect of technical assistance.

There was agreement on the following points:—

Wherever possible the initial training of social workers should be within the worker's own country. However, when facilities for training within the country are lacking, it is preferable to send students for training to countries within the region or to other countries with similar social conditions.

The following types of aid for social work education and training were recognised as important.

(1) Provision of personnel : Teaching staffs to schools of social work, universities and other social work training institutions on every level. Specialists in various social work fields in service training.

(2) Books, Journals and teaching aids.

(3) Assistance in the provision of physical plants and facilities.

(4) Training abroad: Scholarships, travel grants, provision of special courses, programmes of observation, regular professional training at higher levels.

Attention needs to be given to the following:,

(1) Interchange of professional personnel in the field of training should be sought on a regional basis as well as on an international basis.

(2) The selection of countries for observation/study programmes should take into consideration the potential value of combining observation of programmes in countries with more advanced levels of social welfare programmes with those of countries with conditions more similar to the student's own.

(3) Training in a more highly developed country should be in the broad field of social policies and social administration and not primarily in specific social work techniques.

(4) Since training programmes abroad present many problems for the students and the training agency, these problems need to be anticipated and realistically planned for, if the student is to make most effective use of the experience.

Especially noted were the following:

(a) The candidate needs to be intellectually capable and sufficiently experienced for the level of programme he is to undertake.

(b) Goal of training abroad should be clear, taking into consideration the various types of training available in different countries.

(c) The training programmes in different countries lead to varying credentials and the value attached to them. It is important that it be not assumed that a course leading to a degree is invariably superior to one with other qualifications.

The training needs of social workers associated with voluntary agencies do not at present get the attention that the deserve, as usually only governmental personnel are selected for scholarships. Although the U.N. Regional Training Institutions and other such courses are confined to government sponsored students, this fact should not exclude the selection of non-governmental social workers.

It is important that under regional training schemes where governments offer a number of scholarships in various disciplines, a portion of these should be earmarked for the social welfare field. It is hoped that the new Asian Institute for Economic Development and Planning at Bangkok will include in its training programmes provision for social planning.

It was suggested that the Regional offices of the U.N. could play an important part in planning a programme which would include:—

(a) Dissemination of information;

(b) Production of films of educational value for social development;

(c) Provision of circulating library facilities;

(d) Exchange of social workers;

(e) Regional consultation for research.

RESEARCH

The group realized that there is great need to increase competent research in the region on social problems and social policies as referred to earlier.

The group recommends:—

(1) Further comparative studies on social conditions within the region be undertaken.

(2) There should be greater sharing of research results within the region, the Regional Centres can give a lead in this.

(3) The international agencies should make provision for training of personnel in research methodology and evaluation techniques.

REGIONAL COOPERATION

The group recommends that the scope of regional cooperation in the field of social welfare be extended.

SUPPORT FROM VOLUNTARY AGENCIES

The group considered the assistance available to Voluntary societies either from their parent organisations in other countries or through their international Headquarters. Such bodies as the religious organisations, the Y.M.C.A., Y.W.C.A. other Women's organisations and the Red Cross Societies etc. get allocations from fund raising bodies such as Freedom from Hunger, Oxfam, War on Want etc. It was agreed that assistance from such sources gives considerable support to voluntary agencies. Every effort should be made to develop further such contacts. While technical assistance of this nature is limited in scale compared with multilateral and bilateral aid it is of great importance and can be of real value in the development of voluntary agencies and in the part that they are playing in the National Social Development.

CONCLUSION

Whereas external aid is mainly given on a government to government basis, the group laid particular emphasis on the paramount importance of cooperation between governments and voluntary agencies in the social field. This is of particular significance because of the major part which voluntary societies must continue to play in social development.

APPENDIX

PAPERS FOR GROUP IV

I International Cooperation in the Development of Social Welfare Administration

by

Dr. (Mrs) Durgabai Deshmukh.

II Recommendations for international assistance while planning for the Social Welfare Sector by the Group of Experts (ECAFE) on Social Development Planning made at their meeting in April 1963.

III Recommendations for Regional Cooperation by the Group of Experts (ECAFE) on Social Development Planning made at their meeting in April 1963.

PARTICIPANTS

PARTICIPANTS

1. Dr. C.D. Deshmukh,
   President,
   India International Centre,
   40, Lodi Estate,
   New Delhi.

2. Prof. V.K.R.V. Rao, (*Seminar Chairman*
   Member,
   Planning Commission,
   Yojana Bhavan,
   New Delhi.

3. Dr. Bertram Collins (*Seminar Co-chairman*)
   University of West Indies, *Paper contributor*
   Mona,
   Kingston 7,
   Jamaica W.
   1 (West Indies).

4. Dr. (Mrs) Durgabai Deshmukh, (*Seminar Director*)
   Seminar Director, *Paper contributor.*
   40 Lodi Estate,
   New Delhi.

5. Dr. Jal F. Bulsara, (*Chairman group* I)
   Park House, (*Paper Contributor*)
   81, Wood
   House Road,
   Colaba,
   Bombay.

6. Mr. S.T. Divers, U.N. Regional Consultant
   on Public AdministrationECAFE, (*Chairman Group* II)
   Sala Santitham, *& Paper contributo*
   Bangkok,

7. Dr. J.N. Khosla,
   Director, (*Chairman Group* III)
   Indian Institute of Public
   Administration,
   Indraprastha Estate,
   New Delhi.

8. Mr. W.H. Chinn, (*Chairman Group* IV)
Dept. of Technical Cooperation,
Eland House, Stag Place,
Victoria,
London S.W.1.

9. Mrs. Suparb Vissesurakaran, (*Co-Chairman Group* I)
Professor,
Faculty of Soocial Administration
Thammasat University,
Bangkok.

10. Smt. Yashodhara Dasappa, (*Co-Chiarman Group* II)
Minister,
Social Welfare,
Vikasa Bhavan,
1, Sankey Road,
Bangalore.

11. Mr. Mohamad Nabi Salhi, (*Co-Chairman Group* III)
Vice President, Law Faculty, *Paper Contributor*
Kabul University,
Kabul.

12. Miss Ruby Pernell, (*Co-Chairman Group* IV)
Attache, Social Welfare,
U.S. Embassy,
Chanakyapuri,
New Delhi.

OVERSEAS PARTICIPANTS

13. Mr. Brian Rodgers,
University of Manchester,
Dept. of Social Administration,
Doves street,
Manchester UK.

14. Mrs. Barbara. N. Rodgers, (*Paper Contributor*)
University of Manchester,
Dept. of Social Administration,
Doves Street,
Manchester, UK.

15. Prof. Lady Williams,
Head of the Department of Sociology,
Social Studies and Economics,
Bedford, College,
Regent's Park,
London, N.W.1.

16. Prof. P.S. Narayana Prasad, *(Chairman, Seminar Report Drafting Committee)*
Director,
Asian Institute for Economic.
Development and Planning,
Bangkok.

17. Mr. Abdul Wali Sherzoy,
Lecturer, Law Faculty,
University of Kabul,
Kabul.

18. Mr. Sayom Ratanavichit,
Acting Chief,
Social Affairs,
Ministry of Interior,
Government of Thailand,
Bangkok.

19. Mr. A.A. des Rupasinghe
Asst. Director, Social Services,
Colombo,
Ceylon.

20. Mrs. H.S. Sutarman
Ministry of Social Affairs
Indonesia.

21. Mrs. Ali Kaizmartono
Indonesia.

22. Mrs. M. Divers
C/o Mr. S.T. Divers
ECAFE
Bangkok.

REPRESENTATIVES OF U.N. AND OTHER INTERNATIONAL AGENCIES

23. Mr. G.V. Subba Rao, *(Paper Conributor)*
Senior Planning Officer, (Asia)
Unicef House,
11, Jorbagh,
New Delhi.

24. Mr. I.H. Markuson,
Unicef House,
11, Jorbagh,
New Delhi.

25. Dr. R.W. Cummings,
The Rockefeller Foundation,
20/39 Diplomatic Enclave,
Kautilya Marg,
New Delhi.

26. Dr. Richard L. Park,
The Asia Foundation,
2, Hailey Road,
New Delhi.

27. Mr. V.K.R. Menon,
International Labour Organisation,
Mandi House,
New Delhi.

28. Mr. D. Blickenstaff,
UNTAB,
21, Curzon Road,
New Delhi.

29. Dr. E.A. Gillis,
WHO Representative to India,
WHO House,
Indraprastha Estate,
New Delhi.

30. Dr. L.H. Palmier,
Acting Director,
UNESCO. Research Centre on
Social and Economic Development,
in Southern Asia,
University Enclave,
Delhi.

31. Mr. Robert R.R. Brooks,
Cultural Attache,
U.S.I.S.
Sikandra Road,
New Delhi.

32. Mr. Cedric Day.
F.A.O.
225 Jor Bagh,
New Delhi.

33. Mr. D.N. Rao,
U.S. Educational Foundation, in India
12, Hailey Road,
New Delhi.

REPRESENTATIVES OF UNION WELEARE MINISTRIES DEPARTMENTS

34. Mr. R.K. Kapur,
Joint Education Adviser,
Ministry of Education,
North Block,
New Delhi.

35. Sri C. Ganesh Murthy,
Asst. Education Adviser,
Ministry of Education,
'M' Block,
New Delhi.

36. Mr. K.N. Rao,
Additional Director General,
Health Services,
Patiala House,
New Delhi.

37. Col. B.L. Raina,
Director, Family Planning,
D.G.H.S.
Patiala House,
New Delhi.

38. Mr. B.N. Datar,
Labour & Employment Adviser,
Ministry of Labour & Employment,
North Block, New Delhi.

39. Mr. V.N. Rajan,
Director General,
Employees State Insurance Corporation
Kotla Road, New Delhi.

40. Mr. A.N. Ambo, *(Paper Contributor)*
Employees State Insurance Corporation,
Kotla Road, New Delhi.

41. Mr. S.N. Mozumdar,
Hon. Adviser,
Ministry of Community Development,
Krishi Bhavan,
New Delhi.

42. Sri M.C.Nanavatty
Director (Social Education)
Ministry of Community Development
New Delhi.

43. Mr. S.C. Dube,
Principal,
National Institute of
Community Development,
No 1 (MIG) New Housing Colony,
Bahadurpura, Hyderabad.

44. Prof. S. Das Gupta,
Director,
Training Wing,
National Institute of
Community Development,
Dehradun.

45. Smt. A.J. Matthai,
Chairman,
Central Social Welfare Board,
Parliament Street,
New Delhi.

46. Mr. S.K. Datta,
Director,
National Academy of Administration,
Charlevitte, Mussoorie.

47. Mr. N.R. Mane,
Asst. Director General (Welfare)
Posts and Telegraphs
New Delhi.

48. Mr. M.K. Venkatesan,
Ministry of Home Affairs
New Delhi.

49. Mr. N. Sunderasan
Ministry of Home Affairs
New Delhi.

50. Sri Veda Prakasha,
Dy. Director
Regional Centre
for Educational Planners
& Administrators
New Delhi.

REPRESENTATIVES OF STATE GOVERNMENTS

51. Smt. N.R. Bhonsle,
Minister, Social Welfare,
Sachivalaya,
Bombay,
Maharashtra.

52. Mr. C. Thomas,
Director, Social Welfare,
Dept. of Social Welfare,
Poona, Maharashtra.

53. Miss. P.K. Makhan Singh,
Director, Social Welfare,
Punjab Government,
Chandigarh.

54. Miss. L.R. Mitra,
Asstt. Director,
Community Development &
Panchayati Raj Department,
Bhubaneswar, Orissa.

55. Smt. Omana Kunjamma,
Director, Women's Welfare.
Trivandrum, Kerala.

56. Rani Padmavati Devi,
Minister for Social Welfare,
Bhopal, (M.P.)

57. Smt. Prabha Misra,
Deputy Minister,
Social Welfare,
Jaipur, Rajasthan.

58. Sri Rajkumar,
Secy to the Govt.
of Rajasthan, Jaipur.

59. Mr. P.C. Singhi,
Chief Probation Officer,
Rajasthan Government,
Jaipur.

60. Mr. D.M. Sen,
Secretary,
Education Department,
Govt. of West Bengal,
Calcutta.

61. Mr. S. Gosh,
Director, Social Welfare,
Home Department,
Social Welfare Branch,
Calcutta.

62. Mr. G.M. Laul,
Director, Social Welfare,
Govt. of Himachal Pradesh,
Simla.

63. Mr. P.R. Chauhan,
Director, Social Welfare,
Dept. of Social Welfare,
Ahmedabad,
Gujarat.

64. Miss M.S. Ramesh,
Director, Women's Welfare,
Madras.

65. Smt. Sarojini Varadappan,
Madras.

66. Mr. H.D. Sherma,
Director—Social Welfare,
Joint Delhi Administration,
Block No. 10.
Old Secretariat,
Delhi.

67. Dr. B.V. Iyengar
Secretary,
Planning, Housing and
Social Welfare Dept.
Mysore.

EXPERTS FROM INDIA

68. Mr. B. Mehta, *(Paper Contributor)*
Chief Secretary,
Govt. of Rajasthan,
Jaipur.

69. Dr. M.S. Gore, *(Paper Contributor)*
Director,
Tata Institute of Social Sciences,
Sion, Trombay Road,
Chambur,
Bombay.

70. Mr. John Barnabas
Fertilizers Corportion of India
New Delhi.

71. Mr. M.M. Jacob,
Bharat Sevak Samaj,
Kerala Pradesh, Trivandrum.

72. Mr. P.G. Mavalankar,
Director,
Harold Laski Institute of
Political Sciences,
Mavalankar Haveli,
Bhadra, Ahmedabad,
Gujarat.

73. Sri Raja Ram Shastri,
Kashi Vidyapith,
Institute of Social Sciences,
Varanasi.

74. Dr. Saiyid Zafar Husan,
Department of Sociology and Social Work,
Lucknow University, Lucknow.

75. Smt. Renuka Ray M.P. (*Paper Contributor*)
187 , South Avenue, New Delhi.

76. Dr. P.T. Thomas,
Principal,
Udaipur School of Social Work,
Udaipur.

77. Dr. (Mrs) B. Mahadeva,
Research Director,
Xavier Labour Relations Institute,
Post Box No. 47, Jamshedpur.

78. Mr. S.D. Gokhale, (*Paper Contributor*)
Astt. Director,
Office of the Director of
Social Welfare,
Poona, Maharashtra.

79. Mr. S.R. Venkataraman,
8, Westcott Road,
Royapettah,
Madras-14.

80. Mr. H.K.D. Tandon,
Director,
Public Cooperation Division,
Planning Commission,
New Delhi.

81. Sri C. Anna Rao, (*Paper Contributor*)
Tirupathi Devasthanam.,
Durvani Nagar,
Bangalore.

82. Dr. A.R. Baji,
Deputy Director,
Research & Reference Division,
Ministry of Information & Broadcasting,
New Delhi.

83. Mr. R.K. Trivedi,
District Magistrate,
Allahabad (U.P.)

REPRESENTATIVES OF NATIONAL VOLUNTARY ORGANISATION

84. Sri J.S. Rao
Director Panchayat Research Institute,
Tenali-Guntur Dt.

85. Prof. R.D. Singh
Indian Institute of Public Administration
Indraprastha Estate
New Delhi.

86. Sri K.N. George,
Director,
Madras School of
Social Work,
Madras

87. Sri K.S. Iyer,
New Delhi.

88. Mr. Chakradhari Agarwal,
Bharat Sevak Samaj,
Theartre Communication Building,
Connaught Circus,
New Delhi.

89. Mrs. P. Barooah,
Indian Council For Child Welfare,
4, Rouse Avenue,
New Delhi.

90. Mr. B.M. Cariappa,
Secretary,
T.B. Assocaition of India,
3, Red Cross Road,
New Delhi.

91. Sri Dharampal,
AVARD
A-15 Kailash Colony,
New Delhi.

92. Shri L.M. Srikant,
Gandhi Smarak Nidhi,
Raj Ghat, Delhi.

92. Mr. S.C. Dutta,
Indian Adult Education Association,
17-B Indraprastha Marg,
New Delhi.

94. Mrs. Mary Clubwala Jadhav,
Indian Conference of Social Work,
'PHILROY'
Nungumbaukam High Road,
Chetpet P.O.
Madras.

95. Maj. Gen. Lakshmanan,
Indian Red Cross Society,
1, Red Cross Road,
New Delhi.

96. Smt. Masuma Begum.
President, All India Womens Conference
6, Bhagwandas Road,
New Delhi.

97. Mr. S.P. Joshi,
Worker's Education Centre,
86, Banargidas Estate,
Lucknow Road, Delhi.

98. Mr. D.P. Joshi,
Bharat Scouts & Guides,
Pratap Kuti,
Karve Road, Poona.

99. Mr. Rajeshwar Patel,
All India Panchayat Parishad,
A-23 Kailash Colony,
New Delhi.

100. Mr. M.V. Rajsekharan,
Young Farmer's Association,
Cenotaph Road,
Bangalore.

101. Sri Sevakram,
Servants of the People Society,
Lajpat Bhavan,
Lajpat Nagar,
New Delhi.

102. Miss. Varalaxmi,
Indian Council for child Welfare
4, Rouse Avenue,
New Delhi.

103. Sri K.N. Vaid,
Asst. Director (Personnel)
Management Division,
Sri Ram Institute,
University Enclave,
Delhi.

104. Maj. T. Ramachandran,
Bharat Sevak Samaj,
Theatre Communication Building.,
Connaught Circus,
New Delhi.

105. Mrs. Chandra Tandon
Bharat Sevak Samaj
New Delhi.

106. Prof. N.R. Malkani
Harijan Sevak Sangh
Delhi.

SPECIAL INVITEES

107. Miss. T.K. Advanvala,
Nursing Adviser to Govt. of India,
D.G.H.S.
Patiala House,
New Delhi.

108. Mrs. Sita Basu,
C II 42, Hardinge Avenue,
New Delhi.

109. Miss Shanta Vasist, M.P.
Delhi.

110. Mrs. Sarala Bhargava,
162, Jorbagh,
New Delhi.

111. Mr. John Connor,
Indian Social Institute,
D-25 South Extension II
New Delhi.

112. Smt. Anasuya Gyanchand,
Nyara 5/4 Roop Nagar,
New Delhi.

113. Dr. B. Kuppuswami,
Joint Director,
India International Centre,
New Delhi.

114. Smt. Kameswaramma Kuppuswami,
c/o India International Centre,
New Delhi.

115. Mr. Krishna Prasada,
2, Lodi Estate,
New Delhi.

116. Dr. T.A. Koshi,
37, Friends Colony,
New Delhi.

117. Mrs. Shankuntala Lall,
1, Sri Ram Road,Delhi.

118. Mr. D.L. Mazumdar,
Hon. Director,
India International Centre,
New Delhi.

119. Smt. L. Mazumdar,
c/o India International Centre,
New Delhi.

120. Mr. R.V.S. Mani,
Advocate, New Delhi.

121. Prof. K.A. Naqvi,
Delhi School of Economics,
Delhi University,
Delhi.

122. Prof. A.K. Sen.
Delhi School of Economics
Delhi University, Delhi.

123. Sri H. Nagpaul.
Planning Commission,
New Delhi.

124. Sri D.N. Ray.
Director.
Central Bureau of Correctional Services
Ministry of Home Affairs,
New Delhi.

125. Mrs. Man Mohini Sehgal,
1 Link Road,
Jungpura Extension,
New Delhi.

126. Smt. Raksha Saran,
59 Sundernagar,
New Delhi.

127. Smt. Premvati Thapar,
Bharat Sevak Samaj
47 Theatre Communication Building,
New Delhi.

128. Mrs. Tara Bai
6 Bhagwan Das Road
New Delhi.

129. Mrs. A.V. Pai
15 Asoka Road,
New Delhi.

130. Dr. Mrs. Knapp
New Delhi.

131. Mrs. K.L. Rao
9 Asoka Road,
New Delhi.

132. Sri Sudershan Desai,
Joint Secretary, F.I.C.C.I.
New Delhi.

133. Sri Nirbhai Singh,
Research Officer,
Planning Commission,
New Delhi.

134. Mrs. Jeanette Bossert
Social worker from Holland
C/o Delhi School of Social Work.

SEMINAR OFFICERS

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Secretary
India International Centre (*Treasurer*)
40 Lodi Estate

136. Prof. V. Jagannadham
Indian Institute of Public
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Indraprastha Estate (*Seminar Secretary*)
New Delhi. (*Paper Contributor*)

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Principal
Delhi School of Social work. (*Seminar Secratry*
Delhi.

138. Sri V.M. Kulkarni (*Seminar Secretary*)
Director.
Encyclopaedia of Social work in India
10 Parliament Street C.S.W.B.
New Delhi.

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Press Attache,
Ceylon High Commission
New Delhi.

140. Mr. P.D. Kulkarni, (*Secy Group II and Secy*
Asst. Chief. *Seminar Report Drafting Committee*)
Social Welfare Division,
Planning Commission
New Delhi.

141. Mr. I.E. Soares, (*Secy Gr* III)
Senior Research Officer,
Dy. Chairman's Office
Planning Commission,
New Delhi,

142. Dr. K.V. Sridharan,
Executive Secretary, (*Secy Gr.* IV)
Cleveland International Program,
12. Hailey Road.
New Delhi.

143. Mr. V. Gopalan, (*Rapporteur Gr.* I)
Programme Evaluation Organisation,
Planning Commission,
New Delhi.

144. Dr. (Miss) Phadke, (*Rapporteur Gr.* II)
Delhi School of Social Work,
3, University Road,
New Delhi.

145. Sri D. Paul Chowdhry
Central Social Welfare
Parliament Street,
New Delhi. (*Rapporteur Gr.* III)

146. Dr. A.P. Barnabas
Indian Institute of Public
Administration
Indraprastha Estate
New Delhi. (*Rapporteur Gr.* IV)

147. Sri N.H. Ramachandran, (*Public Relations*)
Asst. Programme Officer
India International Centre
New Delhi.

148. Sri M.P. Balakrishnan,
Research Officer,
Encyclopaedia of Social Work in India.
c/o Central Social Welfare Board,
New Delhi. (*Secretariat*)